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ABSTRACT

This final report is designed to present a concise and practical overview of violence and vandalism with a particular emphasis on some of the factors underlying these problems and the various strategies that may be helpful in mitigating them. The report is intended primarily for the administrators, students, teachers, parents, and school staff that constitute the educational community and, accordingly, the various strategies suggested are school-based and educationally oriented. The report is divided into six sections. The first section is a concise overview of the extent of school related violence and vandalism in the nation. The second discusses several of the factors influencing the nature and development of these problems, including intruders, disciplinary and suspension policies, learning disabilities, truancy, and school size. The third section sets out the various strategies and models useful to schools in reducing violence and vandalism. The fourth contains a series of suggested initiatives that the community may undertake to help implement the strategies discussed in the previous section. Section five presents a summary of the findings and recommendations of the report. The final section presents a list of suggested readings and a bibliography. (Author/IRT)

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CHALLENGE FOR THE THIRD CENTURY:
EDUCATION IN A SAFE ENVIRONMENT—
FINAL REPORT ON THE NATURE AND
PREVENTION OF SCHOOL VIOLENCE
AND VANDALISM

REPORT OF THE SUBCOMMITTEE TO INVESTIGATE
JUVENILE DELINQUENCY

BY

Senator BIRCH BAYH, *Chairman*

TO THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE



FEBRUARY 1977

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(III)

CHALLENGE FOR THE THIRD CENTURY: EDUCATION IN A SAFE ENVIRONMENT—FINAL REPORT ON THE NATURE AND PREVENTION OF SCHOOL VIOLENCE AND VANDALISM

INTRODUCTION

This report is the result of an intensive investigation of school violence and vandalism conducted over the past several years by the Subcommittee to Investigate Juvenile Delinquency. Its primary purpose is to suggest to the educational community various models and strategies which were examined by the subcommittee in the course of its investigation and were found to be particularly helpful in reducing and preventing this phenomena.

During the past six years the subcommittee has held numerous hearings and received testimony from over 500 witnesses on a variety of topics, some of which involved the extent and cause of drug abuse, runaway youth, school dropouts, the confinement of juveniles in detention facilities and the most promising programs for reducing the alarming rate of juvenile delinquency. The legislation enacted to deal with these problems and which promises to greatly assist efforts to combat and prevent juvenile delinquency is the Juvenile Justice and Delinquency Prevention Act (Public Law 93-415). This Act is designed to prevent young people from entering our failing juvenile justice system and to assist communities in creating more sensible and economic approaches for youngsters already in the system. It makes possible for the first time a coordinated effort by Federal, State and local governments along with private groups to address the problems and causes of crime and delinquency among our youth.

During the course of our work on this legislation the subcommittee became increasingly concerned with reports from educators and others over the rising level of violence and vandalism in our Nation's public school system. Because many of the underlying problems of delinquency, as well as their prevention and control, are intimately connected with the nature and quality of the school experience, it became apparent that, to the extent our schools were being subjected to an increasing trend of violence and vandalism, they would necessarily become a factor in the escalating rate of juvenile crime and delinquency. Since no effort to prevent delinquency could succeed by ignoring the tremendous impact such a development could have the chairman of the subcommittee, Senator Birch Bayh, instructed the staff to begin an indepth investigation to determine both the extent of these problems and possible programs to improve the situation.

The subcommittee subsequently conducted a nationwide survey of 757 school systems enrolling approximately half of the public elemen-

tary and secondary students in the country. In addition the subcommittee corresponded with numerous nationwide school security directors requesting their assistance in this effort. While the primary purpose of this initial survey was to gauge the extent and trend of violence, vandalism and related problems, it also produced a considerable number of recommendations concerning the prevention and deterrence of school crime. In April of 1975 the subcommittee released a preliminary report on the stage of our study which focused on the trends and extent of these problems: "Our Nation's Schools—A Report Card: 'A' In School Violence and Vandalism."¹

Following the release of the report the Chairman of the Subcommittee introduced the Juvenile Delinquency in the Schools Act as an amendment to the Juvenile Justice and Delinquency Prevention Act. Senator Bayh additionally urged the Office of Juvenile Justice and Delinquency Prevention, under the authority provided to it by the school and education related sections of the Juvenile Justice Act, to explore ways in which the Federal Government might help reduce the growing problems of violence and vandalism. The subcommittee also initiated a series of meetings and correspondence with over 70 prominent educational, governmental and private organizations that have a particular interest and expertise in the solution to these problems. In addition the subcommittee held a series of public hearings with over 30 witnesses including teachers, administrators, students, parents, counselors, school security directors, superintendents and several educational research groups. In July of 1976 the chairman released two volumes developed by the subcommittee over the course of the investigation.

These two documents, "Nature, Extent and Cost of School Violence and Vandalism"² and "School Violence and Vandalism: Models and Strategies For Change,"³ contain over 1,600 pages of testimony, and articles concerning the nature of violence and vandalism in our schools and the various programs that can be useful in reducing these problems.

This final report is the product of these prior efforts. It is designed to present a concise and practical overview of violence and vandalism with a particular emphasis on some of the factors underlying these problems and the various strategies that may be helpful in mitigating them. It should be emphasized that this report is intended primarily for the administrators, students, teachers, parents and school staff which comprise the educational community and accordingly the various strategies suggested are school based and educationally oriented. This is not to suggest, however, that the solution to crime in school lies solely within the school. On the contrary, as this report points out, there are numerous factors totally outside a school's ability to control which have a significant impact on the problems encountered in the school. As was extensively explored throughout our hearings, problems involving

¹ Subcommittee To Investigate Juvenile Delinquency, preliminary report, April 1975, "Our Nation's Schools—A Report Card: 'A' In School Violence and Vandalism" (hereinafter cited as Preliminary Report), Bayh, Senator Birch.

² Subcommittee To Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, hearings of April 16 and June 17, 1975: "School Violence and Vandalism: The Nature, Extent, and Cost of Violence and Vandalism in Our Nation's Schools" (hereinafter cited as Hearings).

³ Subcommittee To Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, hearing of Sept. 17, 1975: "School Violence and Vandalism: Models and Strategies for Change" (hereinafter cited as Hearing, Models).

home environment, severe unemployment among young people, and a lack of adequate recreational activities all have a tremendous influence on youth, yet remain largely outside of the school's ability to directly control.

Nevertheless the subcommittee believes that schools can contribute to reducing their problems of violence and vandalism, as well as help prevent the development of patterns of delinquency, by instituting a variety of programs to effectively confront those factors over which they do possess some degree of control. This report discusses a number of these strategies in order that school communities may review them in light of their own individual needs and select appropriate ones for implementation.

The report is divided into several sections, the first of which is a concise overview of the extent of school related violence and vandalism on a nationwide basis. In the second section several of the factors influencing the nature and development of these problems including intruders, disciplinary and suspension policies, learning disabilities, truancy and school size will be discussed. This section will also discuss a somewhat recent and particularly disturbing phenomena: the use of schools as a base of operations by youth gangs.

The third section of the report sets out the various strategies and models useful to schools in reducing violence and vandalism. These strategies are educationally oriented approaches which are helpful in both reducing the scope of existing problems and preventing their growth before they become critical. The subcommittee is totally opposed to the view that our schools must be turned into armed fortresses in order to provide a secure place in which to teach and learn. From the beginning it has been our intention to seek out and develop programs that not only make good security sense but also make good educational sense.

One of the most successful methods of preventing and reducing problems of violence and vandalism is the active involvement of the various elements of the educational community. Accordingly, the fourth section of the report contains a series of suggested initiatives which the community may undertake to help implement the strategies discussed in the previous section. A summary of the findings and recommendations of the report is presented in section five.

Finally, the sixth section presents a list of suggested readings and a bibliography.

The range of programs incorporated in this report are indicative of the fact that there are no easy solutions to violence and vandalism in our schools. Approaches that advocate the quick cure and the easy remedy will often fail because they ignore the complex and diverse causes of these problems. Meaningful progress in this area can only be achieved by engaging in sober assessment, not hysterical reaction and instituting thoughtful measures rather than making glib promises. From the beginning it has been the subcommittee's contention that a proper environment for learning is not merely the absence of violence and vandalism but is the presence of an atmosphere in which parents, teachers, students and administrators have the means to address the underlying problems which result in these eruptions.

It should also be noted that promises to resolve violence and vandalism in schools defined only in terms of legislative enactments, whether

on the Federal, State or local level, create false hopes in the face of the nature of these problems, the diversity of their origins and the intricacies of human behavior. The principal ingredient in successful efforts to reduce violence and vandalism is not more money or more laws, but the active involvement of the educational community in the kinds of thoughtful and balanced approaches outlined in the subcommittee's study. It is, in fact, one of the purposes of this report to stimulate both productive discussion and action among the members of the community on this vital educational issue.

While there are surely no "Federal" or "legislative" solutions to problems such as these, there are steps that the government can take to assure our schools are receiving the resources they require to effectively confront violence and vandalism. At the urging of the subcommittee chairman the Office of Juvenile Justice and Delinquency Prevention, established by the 1974 Juvenile Justice Act, is currently conducting a pilot project on this topic in conjunction with the Office of Education. The chairman also introduced in the 95th Congress an expanded version of the Juvenile Delinquency in the Schools Act. This legislation provides a vehicle through which our local, State and Federal governments along with private groups can pool their experience and resources to help teachers, students, parents and administrators secure the type of atmosphere in our schools in which education can best take place.

In closing, the subcommittee would note that both this report and the Juvenile Delinquency in the Schools Act are products of efforts involving the cooperation of numerous individuals and groups from across the country. The assistance and recommendation of the following organizations in these efforts is greatly appreciated:

Alternative Schools Network, Chicago, Ill.
 American Association of Colleges for Teachers, Washington, D.C.
 American Association of School Administrators, Rosslyn, Va.
 American Association of University Women, Washington, D.C.
 American Bar Association, Washington, D.C. and Chicago, Ill.
 American Civil Liberties Union, Student Rights Project, New York.
 American Council on Education, Washington, D.C.
 American Education Legal Defense Fund, Washington, D.C.
 American Education Research Association, Washington, D.C.
 American Federation of Teachers, Washington, D.C.
 American Parents Committee, Washington, D.C.
 American Personnel and Guidance Association, Washington, D.C.
 Association for Childhood Education International, Wash., D.C.
 Black Affairs Center for Management, Washington, D.C.
 Black Child Development Institute, Washington, D.C.
 Boy Scouts of America, Washington, D.C.
 Center for Alternative Education, Boston, Mass.
 Center for Law and Education, Harvard University, Mass.
 Center for Law Related Education, Indiana University, Ind.
 Center for Options in Public Education, Indiana University.
 Child Welfare League of America, Washington, D.C.
 Children's Defense Fund, Washington, D.C. and Cambridge, Mass.

Children's Foundation, Washington, D.C.
 Commission on Children, Springfield, Ill.
 Committee to End Violence Against the Next Generation, Calif.
 Constitutional Rights Foundation, Los Angeles, Calif.
 Council of Chief State School Officers, Washington, D.C.
 Council for Educational Development and Research, Wash., D.C.
 Council of Great City Schools, Washington, D.C.
 Education Commission of the States, Denver, Colo.
 Girl Scouts of the USA, Washington, D.C.
 Human Interaction Research Institute, Los Angeles, Calif.
 Institute for Behavioral Research Inc., Silver Spring, Md.
 Institute for Development of Educational Activities Inc., Ohio.
 International Assn. of College and University Security Directors.
 Law in a Changing Society, Dallas, Tex.
 Lawyers Committee for Civil Rights under Law, Washington, D.C.
 Leadership Conference on Civil Rights, Washington, D.C.
 Menninger Foundation, Topeka, Kans.
 Mid-Atlantic Center for Community Education, Charlottesville, Va.
 Milwaukee Education Foundation, Milwaukee, Wis.
 NAACP, Legal Defense Fund, New York, N.Y.
 National Academy of Education, Washington, D.C.
 National Association of Counties, Washington, D.C.
 National Association of Elementary School Principals.
 National Association of School Counselors, Washington, D.C.
 National Association of School Psychologists, Washington, D.C.
 National Association of School Security Directors.
 National Association of Secondary School Principals.
 National Association of State Boards of Education, Denver, Colo.
 National Catholic Education Association, Washington, D.C.
 National Caucus of Black School Board Members, Dayton, Ohio.
 National Commission on the Reform of Secondary Education.
 National Committee for Citizens in Education, Columbia, Md.
 National Conference of Christians and Jews, Inc., New York, N.Y.
 National Conference of State Criminal Justice Planning Ad.
 National Congress of American Indians, Washington, D.C.
 National Congress of Parents and Teachers, Chicago, Ill.
 National Council of Churches of Christ, New York, N.Y.
 National Council on Crime and Delinquency, Hackensack, N.J.
 National Council of Juvenile Court Judges, Providence, R.I.
 National Council of Negro Women, Washington, D.C.
 National Council of Urban Education Association, Wash., D.C.
 National Education Association, Washington, D.C.
 National Institute of Education, Washington, D.C.
 National Involvement Corps, Washington, D.C.
 National Organization on Legal Problems of Education, Kans.
 National School Boards Association, Evanston, Ill.
 National School Public Relations Association, Arlington, Va.
 National School Supply and Equipment Association, Arlington, Va.
 National School Transportation Association, Fairfax, Va.

National Urban Coalition, Washington, D.C.
 National Urban League, New York, N.Y.
 Office of Community Education Research, Ann Arbor, Mich.
 Phi Delta Kappa Educational Foundation, Bloomington, Ind.
 Pinkerton's Inc., New York, N.Y.
 Research for Better Schools, Philadelphia, Pa.
 Robert F. Kennedy Memorial, Washington, D.C.
 Sister Kenny Institute, Minneapolis, Minn.
 Sonitrol Security Systems, Inc., Anderson, Ind.
 South Carolina Community Relations Program of the American
 Friends Service Committee, Columbia, S.C.
 Southern Regional Council, Atlanta, Ga.
 Stanford Research Institute, Arlington, Va. and Stanford, Calif.
 Student Press Law Center, Washington, D.C.
 United Foundation of College Teachers, New York, N.Y.
 Urban Policy Research Institute, Beverly Hills, Calif.
 Urban Research Corporation, Chicago, Ill.

EXTENT OF THE PROBLEM

Only a decade ago violence and vandalism in schools were considered troublesome but hardly critical problems in our educational system. Virtually every school in America had experienced problems involving an occasional fight or a broken window. Such occurrences have been viewed as more or less a fixture of school life from the beginning of organized educational activities. Recently, however, the situation has changed and what was once regarded as an unfortunate but tolerable fact of life for teachers and students has become a source of growing concern and even alarm for many members of the educational community. The subcommittee's intensive investigation has found these concerns to be well founded: acts of violence and vandalism are indeed occurring with more frequency and intensity than in the past. In some schools in fact, these problems have escalated to a degree which makes the already difficult task of education almost impossible.

In a growing number of schools across the country administrators, parents, teachers, and students are being confronted with a new and frightening factor in education. As the president of the American Federation of Teachers, Mr. Albert Shanker, told the subcommittee, at its initial hearing on these problems:

Many authorities on education have written books on the importance of producing an effective learning environment in the schools by introducing more effective methods of teaching. None of them, however, seem to understand the shocking fact that the learning environment in thousands upon thousands of schools is filled with violence and danger. Violent crime has entered the school house, and the teachers and students are learning some bitter lessons.¹

Mr. James A. Harris, president of the National Education Association at the time of the subcommittee's first hearing on this topic expressed the concern of his organization by noting that:

Incidents of physical assault have increased dramatically; vandalism and destruction of property are even more awesome; and many schools are required to tax already strained resources to meet exorbitant costs of school insurance.²

In addition to the membership of these two nationwide teacher organizations, many principals who bear the responsibility for the daily operation of our schools have viewed this trend with growing concern. Dr. Owen Kiernan, executive secretary of the National Association of Secondary School Principals, told the Subcommittee:

Ten years ago, in the secondary schools of this Nation, violence and vandalism were remote problems. Occasionally we would have a so called "blackboard jungle school", but this was quite unique. This is no longer the case.³

Each year the NASSP conducts a nationwide poll of its 35,000 members to determine the educational issues of greatest concern to

¹ Subcommittee To Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, hearings of April 16 and June 17, 1975: "School Violence and Vandalism: The Nature, Extent, and Cost of Violence and Vandalism in Our Nation's Schools" (hereinafter cited as Hearings), Shanker, Mr. Albert, p. 5.

² Hearings, Harris, Mr. James A., p. 17.

³ Hearings, Kiernan, Dr. Owen, p. 35.

them. In the 1975 poll one of the primary concerns identified by the principals was the growing problems of school violence and vandalism.

At a special meeting held in September of 1975 the board of managers of the 7 million member National Congress of Parents and Teachers voted to make the issues of violence and vandalism a priority item for their attention in this current year.

A survey of State legislatures conducted at the close of the 1975 school year found that more than 15 of these bodies were considering major legislation to deal more effectively with school related crime and vandalism.⁴ A number of other States had already enacted such legislation.

The collective concerns of such prominent educational and governmental organizations are, of course, a persuasive measure of the growing dimensions of the problems of crime in schools. But perhaps the most compelling testimony of the seriousness of the situation can be found in the words of the students and teachers who occupy our classrooms every day. A teacher at a large metropolitan high school related her experience to the subcommittee:

The past few years have seen violence and vandalism become an almost daily occurrence on school grounds. Students and school personnel have become numbed to these acts; a subdued anger, frustration and acquiescence seems to pervade the system.⁵

Two students, one from a large city and one from a suburban school summed up their views of the situation in this way:

ROBERT. If you saw these people you would be shocked.

KEVIN. You would be surprised. You would not believe that some of the things that could happen. You see somebody walking down the hall with a cane. If you unscrew the top and pull it out, it is a type of dagger—You would not believe something like that could go on in school, but it does.⁶

It should be made clear, of course, that not every elementary and secondary school in the country is staggering under a crime wave of violence and vandalism. However, while many school systems are able to operate on a relatively satisfactory basis in terms of the levels of school related crime, there is abundant evidence that a significant and growing number of schools in urban, suburban and rural areas are confronting serious levels of violence and vandalism.

We should emphasize that this is not a problem found exclusively in large cities or solely involving less affluent school districts. Schools voicing a concern over the escalating rates of violence and vandalism along with the often attendant problems of weapons, drugs and rampant absenteeism, can be found in any city, suburb or town regardless of geographical location or per capita income. Simply put, while not every school suffers from serious violence and vandalism problems, no school can afford to adopt the smug attitude that "it can't happen here." Unfortunately it can, and has, been happening at all too many schools.

The Subcommittee's nationwide statistical survey on the extent and trend of these problems published in a preliminary report issued in 1975 found that virtually every category of school crime had increased markedly over the three year period between 1970 and 1973.⁷

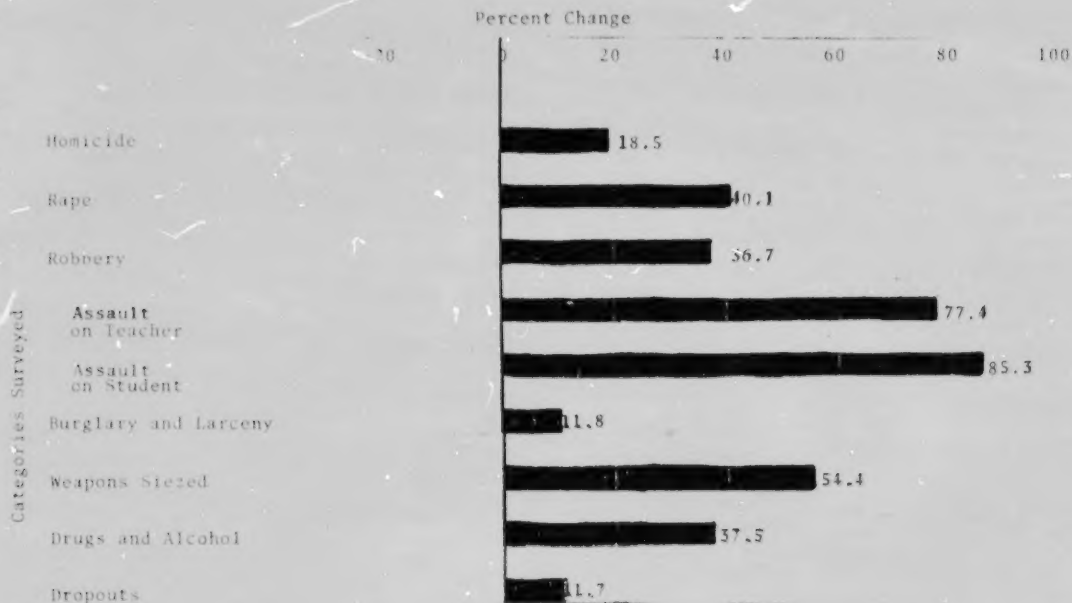
⁴ Education Commission of the States, Denver, Colo., April 1975, Vol. 5, No. 12, Legislative Review.

⁵ Hearings, Hittner, Amy, p. 239.

⁶ Hearings, Robert and Kevin (students), p. 270.

⁷ Preliminary Report, Bayh, Senator Birch, p. 4.

SCHOOL VIOLENCE—NATIONAL TRENDS, 1970-73



Results from survey conducted in 1973 by U.S. Senate Subcommittee to Investigate Juvenile Delinquency of U.S. School Districts with over 10,000 student population

Other studies of these problems, both on a nationwide and school district basis, echo the findings of the Subcommittee's survey. A report on contemporary trends in education by the National School Public Relations Association concluded that violence and vandalism had become "one of the foremost problems of the Nation's schools during the past five years."⁸ Another study published by the National Education Association in 1975 found that:

Statistics on violence in the schools show that in the past four years, assaults increased 58 percent; sex offenses 62 percent; drug related crimes 81 percent and robbery 117 percent.⁹

Statistical studies and reports provided to the subcommittee by individual school districts sadly reflect the nationwide trend of increasing school crime problems. The Philadelphia School System, for example, reported a 36 percent increase in student assaults from 1973 to 1974 and an 81 percent in teacher assaults over that same period. In suburban Prince Georges County, Md., there was a 62 percent increase in teacher assaults, including 11 such assaults with weapons in one month, and a 34 percent increase in assaults on students during the period between July 1, 1974 and March 21, 1975. More recently Mr. Peter Blauvelt, School Security Director for this district, has reported some reversals of these trends after the inauguration of an extensive program to combat crime in its schools. Physical assaults on Chicago school employees rose from 813 in 1972-73 school year to 930 in the 1973-74 school year. Chicago officials feel that they may have seen the peak of the rise in school crime but they hasten to emphasize that the peak is unacceptably high.

In New York City the board of education reported that its largest one year increase in school related crimes against students and teachers occurred between the termination of the 1974 school year and the 1975 school year as illustrated in the graph on page 11.

It should be noted that this average of approximately 50 percent increase in school crime took place at a time when the FBI Uniform Crime Reports indicated an increase of about 10 percent for crime in general in New York. The President of the American Federation of Teachers in New York City estimated that close to 1,000 teachers would be assaulted in that city's schools in the 1974-75 school year.¹⁰

Over 1,300 crimes were reported in the District of Columbia school system in 1974 and Los Angeles recorded significantly more serious problems in their schools in the 1974-75 school year than in the preceding year. The Associate Superintendent of the Los Angeles Unified School District, Dr. Jerry Halverson, told the subcommittee on April 10, 1975:

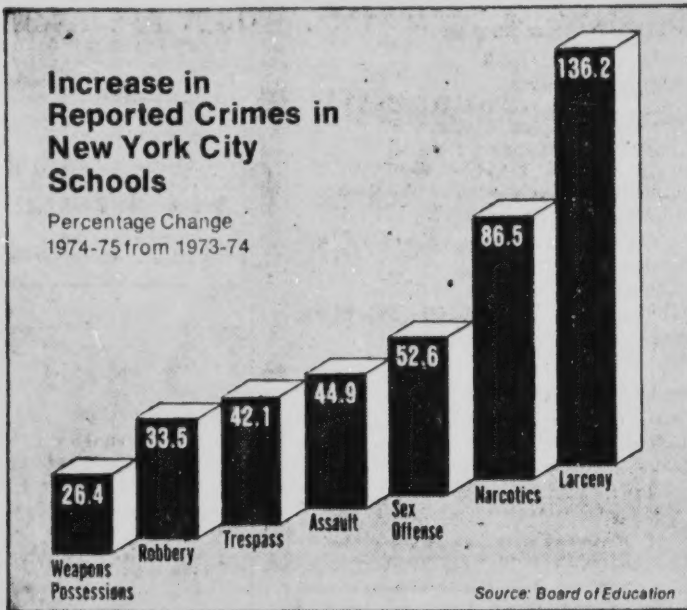
I do not mean to dramatize the situation but just to illustrate—looking at batteries. These are batteries that are reported as crimes, not where a teacher has been knocked down or someone has had a bloody nose or something of that nature. These are serious batteries. In 1973-74 we had 359—this is against our staff, not including students. In the first semester of this year, we had 312. So that we are almost, in one semester, equal to the number that were committed last year.¹¹

⁸ National School Public Relations Association, Arlington, Va., 1975, "Violence and Vandalism: Current Trends in School Policies and Programs," p. 5.

⁹ National Education Association, Washington, D.C., 1975, "Educational Neglect: Research Papers For Conference on Educational Neglect," p. 1.

¹⁰ Hearings, Shanker, Albert, p. 6.

¹¹ Hearings, Halverson, Dr. Jerry R., p. 139.



The Detroit Federation of Teachers recently requested the institution of a complete security plan in that city. The request was initiated as a result of a growing level of violence which included the fatal shootings of two high school students. In the 1974-75 school year a Rochester, New York high school freshman was slashed with a razor in math class, another 14 year old shot a school aide and three students held up the cafeteria manager at gunpoint. More than 10,000 incidents of assault, theft and vandalism were reported in Dade County, Florida, schools during the 1974-75 school year and Boulder, Colorado, school personnel and students listed 31 robberies in the 1972-73 session; an increase from 17 such incidents the previous year.

In an Evansville, Ind., school during the 1975-76 year a female teacher had two teeth knocked out by one of her male students. Another incident involved a female student who briefly held several male teachers at bay with two knives after they had separated students having a fight in a classroom. From September through March of the 1974-75 school year Baltimore schools reported 620 assaults on students and 154 assaults on teachers. The community of Elyria, Ohio reported that 40 students were the victims of serious assaults in the 1972-73 school year.

A more detailed account of the extent of these problems on a regional and district level can be found in the subcommittee's preliminary report released in April of 1975.

The National Education Association estimates that over 70,000 teachers are physically attacked in schools each year and over 100,000 have their personal property vandalized. In one west coast school district 15 percent of the total teacher absences are a result of injuries

sustained in assaults perpetrated on school grounds. A series of conferences, organized by Mr. Michael Marvin of Research for Better Schools, in connection with a project on school related crime, funded by the Juvenile Justice Act, revealed that out of the 102 participants representing educators and students from Eastern, Midwestern, and Western urban areas of the country, approximately 83 percent were familiar with incidents of personal attacks and 77 percent felt that a climate of fear existed in their schools.¹² Mr. Joseph Grealy, president of the National Association of School Security Directors, estimates that in 1974 our schools witnessed 12,000 armed robberies and 204,000 aggravated assaults.¹³

It should be clearly understood that the figures produced by both district and nationwide studies are best viewed as estimates of the number of such incidents. As will be explained in more detail later in this section of the report, there is no uniform nationwide reporting system for school related crime and the accuracy of school and district level reporting varies widely from place to place. Occasionally schools that construct reporting systems to more accurately reflect the realities of their particular situation find themselves criticized for seemingly having more serious levels of violence and vandalism than other similarly situated schools; although the realities of the conditions in the different schools are, in fact, markedly similar.

Regardless of the difficulty, if not the impossibility, of precisely determining the exact number of crimes committed in our schools it is beyond question that these problems are reaching serious proportions on a nationwide basis. The particular statistics in individual districts may vary from year to year but the overall trend points to an increasingly serious situation. Moreover, the range and type of violence and crime found to exist in our schools include virtually every type of crime found on the streets, including the rape of an elementary school teacher by an intruder in front of her entire class and the fatal stabbing of a young high school student in the middle of an afternoon math lesson. We can no longer assume our school buildings provide a safe and secure environment in which to learn. It is indeed disturbing to hear, as one subcommittee investigator did, a school official attempting to calm worried parents by assuring them that the hallways and classrooms of the school were just as safe as the streets and alleys that surrounded it.

An attendant problem of this violence which carries with it potentially tragic consequences is the appearance of growing numbers of dangerous and even deadly weapons in schools across the country. The precise number of weapons in any particular school is, of course, difficult to determine since those persons who have them in their possession are obviously anxious to keep them concealed. Nevertheless the Subcommittee has received reports which indicate serious concern with the increasing prevalence of dangerous weapons in schools. In the first five months of the 1974-75 school year New York City recorded 31 incidents in the schools involving the use of handguns including shootings and armed robberies. Los Angeles reported 187 incidents involving the utilization of knives and other forms of deadly but non-

¹² Research For Better Schools, Philadelphia, Pa., Jan. 1976, "Planning Assistance Program: To Reduce School Violence and Disruption."

¹³ Hearings, Grealy, Mr. Joseph L. p. 208.

firearm weapons on campus; an increase from 73 recorded incidents the previous year. Cleveland City Council member John Barnes estimated on the basis of a random sampling that there could be as many as 350 Saturday Night Specials in just five of the city high schools on any given day.

As will be discussed more thoroughly in another section of the report the appearance of organized youth gangs in schools is often an indication of the presence of firearms. While the gangs of the 50's and early 60's were satisfied with knives, chains and an occasional home-made zip gun the gangs of the 70's are amply equipped with more sophisticated and powerful weaponry.

It should be made clear, however, that firearms are not the most typical items found at schools in which there is a tendency to carry some form of weapon. More likely those who are so inclined will carry a small knife concealed on their person. A teacher from Atlanta described one such method of concealment to the subcommittee:

I have in my possession at home, a letter opener that has a knife on one end, that I took from an eighth grader in my homeroom. She had it down in front of her skirt and, in doing her laboratory processes in class I saw it on her person. She attempted to conceal it and I called her outside of the classroom. I asked for it and she wanted to know why. I explained, and she gave it to me reluctantly, saying that her mother had given it to her to get those children after school for talking about her mother. I asked her to have her mother please come to the school to get it, but that I would not give it back to her.¹⁴

Another weapon growing in popularity is variously referred to in different parts of the country as karate sticks, numchunkas or chunka sticks. This device consists of two pieces of hard wood or metal joined together at the ends by a length of rope or chain. Because of the terrific force brought to bear by this weapon, when it is swung it can easily exert sufficient pressure at an impact point to break bones. Chunka sticks vary widely in size and sophistication of design, but they can be made small enough to be carried in the back pocket of a pair of pants or the side pocket of a jacket. Moreover they can be cheaply constructed and many of them found in schools are of the home made variety. Because of their proliferation in schools, their easy concealment and their potentially devastating effects, not clearly appreciated by many young people, the Subcommittee regards the appearance of chunka sticks in schools as a particularly disturbing event.

The motivations for carrying such weapons are diverse and include reasons based on revenge or protection as well as a desire to affect symbols of status and power in the student body at large. A panel of students described some of the reasons to the subcommittee:

SENATOR BAYH. Do some of your fellow students carry knives or firearms in schools?

KEVIN. Yes.

SENATOR BAYH. Why is it? What is in a student's mind that he would want to use a weapon on another student or a teacher and do what could actually amount to deadly violence? Could you give us some insight on that?

KEVIN. Everyone has their specific reason. Sometimes it is paybacks. A student feels that another student has crossed his path once too many times or a teacher has done him wrong.

DEBBIE. Students bring knives to school for a lot of reasons; protection or to hurt somebody, a lot of reasons.¹⁵

¹⁴ Hearings, Hutcherson, Sara, p. 237.

¹⁵ Hearings, Kevin and Debbie (students), p. 260.

Whatever the motivation, it is obvious that the presence of these weapons in schools is a threat to the safety of both students and teachers within these institutions. Their ready availability leaves open the very real possibility that a simple assault or fight could quickly escalate into a much more serious incident with potentially tragic and irreparable consequences.

In addition to increasing incidents of violence the Subcommittee has found that our schools are experiencing significant and sometimes staggering levels of vandalism. At a time when school boards are under considerable pressure to reduce the budgetary expenditures, schools in America spend an estimated \$590 million on vandalism each year. The combination of rising vandalism costs and reduced budget resources cannot but help to have an effect on our overall educational effort.

Some school boards are forced to divert literally millions of educational dollars to vandalism prevention and control. Los Angeles spent over \$7 million on these efforts in 1974-75, at a time when the school system was already facing a \$40 million deficit. The deputy superintendent of schools for Chicago, Dr. Manford Byrd, revealed to the subcommittee that his system suffered \$3.5 million in property loss alone in 1974:

... to which can be added \$3.2 million for our security programs and \$3 million for watchmen services, necessitated by this violence and vandalism. This \$10 million must be taken from funds that would otherwise be available for education programs at a time when funds for education are severely limited.¹⁶

In New Jersey the combined prevention cost and repair cost of vandalism for the State in the 1974-75 school year amounted to \$17,720,558.¹⁷ Over 45 percent of that State's school districts reported an increase in vandalism from the previous year while 33 percent indicated no change and 22 percent found a somewhat reduced level of vandalism. The study by the New Jersey School Boards Association also made it clear that this problem is not found exclusively in the State's larger cities. The report concluded: "Vandalism is as prevalent in affluent suburban schools as in inner city schools."

Occasionally one individual act of vandalism can by itself have a staggering impact on a school district's budget. Mr. Harry W. Wilson, a school administrator from the affluent suburban community of Bellevue, Washington, described one such incident to the Subcommittee:

One arson resulted in a loss of \$1 million. It was the arson of a senior high school learning resource center. Some kids were having a beer bust and one of them suggested that they burn the school. One of the youths said, Yes, let's do it. So four of the boys at the party later burned the learning resource center at the school. The building was valued at \$300,000. In addition there were 40,000 volumes, about 10,000 periodicals, many irreplaceable, and approximately \$50,000 in audio visual equipment destroyed.¹⁸

This incident along with a second arson occurrence at an elementary school that destroyed over \$100,000 worth of equipment, and numerous smaller acts, brought the loss in the Bellevue school district for vandalism in the 1974-75 school year to an estimated \$55 per student.

¹⁶ Hearings, Byrd, Dr. Manford, p. 114.

¹⁷ Rehner, William H., Trenton, N.J., 1975, "Interim Report and Survey of the New Jersey School Boards Association Ad Hoc Committee To Study School Vandalism."

¹⁸ Hearings, Wilson, Mr. Harry W., p. 274.

Fortunately such extremely high loss per pupil ratios are not that common. In 1973-74, for example, New York City reported a loss per student figure of \$3.63; Newark, New Jersey of \$4.37; Atlanta of \$3.61 and San Diego of \$4.00.¹⁹ It should be noted however that these particular figures are compiled only from arson, larceny and window breakage reports and therefore do not reflect the significant amounts allocated to prevent vandalism or additional money spent to repair other damage to equipment or the building structure itself. Obviously these additional expenditures represent considerable amounts of money and would no doubt result in higher per pupil cost figures. For example while repairs to school bus seats would not be on anyone's list of significant vandalism items, the National School Transportation Association estimates that vandalism to the seats on school buses alone cost \$3 million every year.²⁰

However limited, these cost per pupil figures are illustrative of the escalating trend in vandalism. In 1967-68, for example, Los Angeles was spending approximately \$1.13 per pupil but by 1973-74 the figure per student had risen to \$4.98. Minneapolis experienced an increase from \$1.71 per pupil to \$2.67 over that same period. Although the national trend in vandalism is unmistakably upward, some individual districts have reported a slight decline in their per pupil costs or at least a slower rise than others. Baltimore, for example, rose from \$3.78 in 1968 to \$3.98 in 1974; certainly a less extreme increase than the trends reported from other locales.

As pointed out above, the figures in these and other reports on school vandalism have often been found to be overly conservative since the reported amounts often exclude cost items that are directly attributable to vandalism incidents. Dr. Bernard Greenberg's extensive study of vandalism in a West Coast school district found that the true costs of vandalism in that particular location was about three times what was officially reported.²¹ Greenberg noted that expenses arising from security measures and repairs conducted by school maintenance personnel, as opposed to those assigned to outside contractors, are often not included in overall cost estimates.

One of the most readily overlooked, but nonetheless significant, "hidden costs" of vandalism is the increasing price a school district is forced to pay for insurance coverage. The rising costs of school vandalism has produced a tendency not only for insurance companies to raise their rates, but also to increase loss deductible exclusions thereby placing more of a burden on the educational budget itself to absorb vandalism expenses. Moreover growing numbers of districts are finding themselves unable to keep up with expanding insurance rates and have dropped all but major fire coverage. These districts therefore are forced to assume the status of self insurers for major risks to their properties.

In addition to the hidden costs of vandalism it appears that reports on violence may also have "hidden" aspects to it. The Subcommittee has repeatedly heard testimony that school violence figures are severely

¹⁹ Baltimore City Public Schools, Baltimore, Md., 1974, "Annual Report of Vandalism in Selected Great Cities and Maryland Counties."

²⁰ National School Transportation Association letter of May 29, 1975, to Senator Birch Bayh.

²¹ Greenberg, Bernard, "Program for the Prevention and Control of School Vandalism and Related Burglaries," Stanford Research Institute, Menlo Park, Calif., 1975.

underestimated, to an extent that one observer refers to it as a "velvet coverup." Albert Shanker told the subcommittee:

I should emphasize that these figures in New York City, and figures across the country which we have, are understated figures. There is a tendency not to report school violence and school crime. There is pressure frequently brought to bear on the teachers—if this gets out it will hurt the reputation of our school, and similar pressures are brought to bear on superintendents by school boards, up and down the line.²²

The exact extent of underreporting is of course, open to debate. Some believe only 30 or 40 percent of the incidents are accurately reported. One study concluded:

There is reason to believe that fewer than 10 percent of crimes committed in school buildings, including violent crimes, are divulged. Statistics from one city will show hundreds of incidents in a given year, while those from another city of comparable size and similar population show no more than four or five. The statistics reflect the policies of school systems, not the incidence of crime.²³

However seriously underreported incidents may be, it is generally agreed that those situations in which students are the victims are the ones most likely to go unreported.

The reasons for the underreporting of school crime are many and varied, the most fundamental one being a simple lack of relevant record keeping by some school systems. It appears however that an increasing number of districts are instituting record keeping systems as a result of heightened sensitivities to the issues of school violence and vandalism. There are, of course, additional and less benign motives for the underreporting of school crime. Some teachers have reported intense pressure from higher officials in school systems, parents and others not to accurately report or record crimes. A teacher from an affluent suburban community explained to the subcommittee:

There is a reluctance on the part of administrators to admit that the plant which they supervise has problems; because, again, there is a strange feeling that this is a reflection upon their ability to administrate. There is a hesitancy to report, to call the police, because this might be publicized in the newspaper. What I am suggesting is we ought to get more publicity on what is happening in the schools rather than try to obscure it in some fashion, and that is one reason.

Parental pressure, sometimes causes administrators to rescind decisions, because—particularly in my community—we have some very influential citizens; and if their child gets into trouble they don't want that publicized. So the Administrator backs down.

Then we have board of education problems. They don't want that community image tarnished by adverse publicity. Then we have administrators who impose upon themselves a kind of blindness. They don't see what is going on. They don't want to see it.²⁴

Another teacher explained the types of pressures exerted in her school to minimize accurate reporting:

They (school officials) refused to even admit that we have a problem. In almost every incident of violence in our schools, we have had terrific amounts of pressure to keep it quiet.²⁵

Teachers themselves sometimes contribute to the underreporting problem through a failure on their part to report activities of which

²² Hearings, Shanker, Mr. Albert, p. 6.

²³ "The Reform of Secondary Education: A Report of the National Commission on the Reform of Secondary Education," p. 117, McGraw-Hill Book Co., New York, N.Y., 1973.

²⁴ Hearings, Bell, Mr. William, p. 253.

²⁵ Hearings, Cochran, Peggy, p. 252.

they are aware, or by simply avoiding situations where they would become aware of problems. One teacher alluded to this in her testimony:

Many teachers carry on the educational process by locking their doors. An excellent teacher once said to me, "I wonder if one day I'll open my door after class and find that there is no building left."²⁶

Another instructor addressed the situation more directly in an account of crime in his suburban school:

I have walked in the door and have seen a student rolling a joint, but many times I won't even pay attention to a situation like that because I'm afraid of getting hassled. I know teachers who have had knives and screwdrivers pulled on them.²⁷

In addition to officials and teachers, students also fail to report incidents for a variety of reasons. Some students, especially those that are victims of extortion operations, are reluctant to report problems for fear of retaliation. One incident described to the Subcommittee involved a junior high student who turned over his lunch money and gym fees to another student for almost a year under continued threats of violence without once reporting any trouble. The operation was uncovered only because the victim's parents began to detect increasing amounts of money missing from their home.²⁸

One of the most vivid examples of the various pressures exerted upon the educational community not to speak openly about these problems was one which involved the subcommittee itself. After appearing at one of the subcommittee's hearings to discuss the problems in her school system one teacher was threatened with immediate termination of her employment as a direct result of her testimony. Those seeking her removal did not object to the accuracy of her testimony, but rather were motivated by the fact that she had spoken out at all. Fortunately she retained her position, in part as a result of the support she received from other teachers in the system and numerous members of the community at large.

Regardless of the diversities, deficiencies or outright absences of accurate reporting systems with numerical precision, school related crime has emotional, educational and psychological impact far beyond the immediate victim of a particular incident. As Deputy Superintendent Manford Byrd of Chicago told the subcommittee:

The losses resulting from these incidents cannot be measured solely in terms of dollars. No one has measured the immediate and long term effects on the education of children resulting from the climate of fear generated by these conditions. Many hours of education are lost because of false fire alarms and bomb threats. Much harm is done to educational programs when classroom windows are shattered, teaching materials destroyed or stolen, and schools damaged by fire and other acts of vandalism. When students and teachers are fearful of going to school—terrified by assaults and other acts of personal violence—a healthy environment for learning is lost. These losses affect us all. When educational programs of schools are disrupted, when much needed educational funds are diverted to building upkeep and security personnel and devices, the children lose and society loses now and in the future.²⁹

While perhaps more difficult to effectively measure than the numbers of assaults committed or windows broken, the emotional, social

²⁶ Hearings, Hittner, Amy, p. 241.

²⁷ Washington Star, October 19, 1975.

²⁸ Hearings, Howard, Mr. Wayne, p. 318.

²⁹ Hearings, Byrd, Dr. Manford, p. 119.

and educational impact of school related crime is no less real to those who are exposed to it. At times the atmosphere generated by such problems can be felt throughout an entire school. A teacher described her impressions to the Subcommittee in this way:

Ms. HITTNER. Drinking has become more prevalent in the past year. Beer, wine and whiskey bottles are found on campus, usually in brown paper bags. Gambling is one way some students spend their time while not in class. Others stand around and chat.

Teachers and other school personnel who have been personally involved in fights or arson are sometimes fearful or avoid the situation by staying uninvolved. One teacher who put out a large blaze in a display case outside of her room is unnerved each time she smells smoke.

Teachers blame the administration, the administration blames the faculty, and everyone blames the downtown office. The students blame each other and the school staff. The parents blame the school. And so we are in a circle of blame. Only a small group of parents are involved in the school, they are either working or otherwise uninvolved.

Greater than the fear, however, is the low morale of the staff.

A depressing pall sometimes falls over the school and all stop blaming anyone. Each tries to survive in their own world—the classroom. The school personnel, rather than working with each other, become isolated and separate from those to whom they can gain and give support.

Directives seem to fall on deaf ears, only because the feeling pervades that nothing has been or can be done. Excellent teachers enjoy their students and attempt to bring cohesive action to the school, with very limited success. Students in classes seem to enjoy the educational experience. However, many students leave campus during lunch to feel the freedom in the outside world.³⁰

Student perceptions of the educational experience in general can be deeply affected by the problems of violence in and around school buildings. A recent study of young people in Philadelphia revealed some disturbing facts about how children view their school:

If we focus on the school environment, 54 percent of all boys thought streets to and from school dangerous; 44 percent rated school yards as dangerous; and finally 21 percent even thought school rooms were dangerous. It is possible, therefore, that much juvenile truancy and disenchantment with the educational system is directly related to the perceived dangerousness of arriving and departing from school and school settings generally.³¹

This same study also produced evidence that a considerable number of parents expressed fear for the safety of their children while in school.

The impact of violence on students and teachers can leave emotional scars long after the physical ones have disappeared. Dr. Alfred M. Bloch, professor of psychiatry at UCLA, has treated more than 200 secondary school teachers for what he calls the "Battered Teacher Syndrome" brought on by a combination of violence or threats of violence with little or no corresponding assistance from the school community at large. He has treated teachers with symptoms indicative of psychological and physiological depletion and occasionally total collapse under stress. Dr. Bloch has found that in severe cases there is a striking similarity between the battered teacher syndrome and what is generally referred to in war time as combat fatigue.³²

³⁰ Hearings, Hittner, Amy, p. 244.

³¹ Lalli, Savitz and Rosen, "City Life and Delinquency: A Final Report," p. xxxiii. Temple University, Philadelphia, Pa., January 1974.

³² Bloch, Alfred M., M.D., "The Battered Teacher—A New Form of Combat Neurosis." Statement submitted to the Subcommittee To Investigate Juvenile Delinquency, March 27, 1976.

Vandalism also leaves impressions far beyond the dollars lost to prevention or repair of school damage. The combined effects of broken windows, smashed lockers and missing or destroyed personal property and school equipment can create an atmosphere in a school plant quite inconsistent with intellectual stimulation. Additionally the more serious incidents can disrupt a course or even an entire school for some time. One witness related a situation in Virginia which involved the theft of special recording apparatus used by a speech therapist. Because of the nature of the recorder it was impossible to replace it for several months and the students were forced to continue the course without this vital piece of instructional equipment.

In summary, the subcommittee believes that the extent of violence and vandalism in schools represents serious and, in some cases, urgent problems for American education. While many schools in the country are not now confronted with uncontrollable levels of violence and vandalism, it is clear that an increasing number are, in fact, experiencing these problems at a level which threatens their ability to adequately educate our children. The trends in this area are not always and inexorably upward in every district in the country, but on a nationwide basis the evidence is overwhelming that these problems are increasing in size and seriousness.

Violence and vandalism are unacceptable forms of behavior in any sphere of society; but, they are particularly inappropriate at institutions where the next generation of Americans are supposedly learning the basic skills necessary for healthy, satisfying and useful lives as adult citizens.

Numerous educational organizations and literally thousands of individual parents, students, and teachers have communicated their concern over the seriousness of these problems to the subcommittee. With an understanding of the extent of these problems it is possible now to seek out and develop those strategies that will enable the educational community to begin to solve them.

NATURE OF THE PROBLEM

While the identification of the extent of the problems of school violence and vandalism is, of course, a prerequisite to any serious attempt to rectify them it is also merely the beginning of the process. Of equal if not predominate importance is the task of carefully analyzing the underlying conditions that affect and contribute to the existence of the problems themselves so that practical and effective strategies can be developed to reduce and control them.

In any attempt to develop policies to respond to violence and vandalism in schools it is essential to avoid the temptation to apply a series of short term, band-aid measures to what are obviously complex problems. As will be discussed more extensively later on in this section the adoption of ill conceived policies without a thorough and adequate understanding of the nature of these problems will not only fail to solve them but can also make an already bad situation infinitely worse.

In attempting to understand these problems it should also be remembered that there are innumerable factors which contribute to any particular incident. An assault on a student may be partially the result of circumstances as practical and immediate as a theft of lunch money as well as elements as subtle and deeply rooted as a high school junior who can barely read or write and for whom the entire educational experience has been a continuing lesson in failure, frustration and repeated humiliations. Given the diversity of the contributing factors interrelated in the overall issue of school related crime it is apparent that in order to be successful any set of solutions must be as broad and multifaceted as the roots of the problems themselves.

This section of the report will be devoted to a discussion of some of the more significant factors involved in school violence and vandalism. It is only by developing a thorough and accurate understanding of the nature of these problems that we can proceed to devise an effective set of solutions.

Because the subcommittee report is mainly designed to assist members of the educational community the subcommittee has concentrated its efforts on isolating and identifying those particular factors over which schools are able to exercise some form of control. We do this, however, fully aware that there are numerous factors and conditions outside of the school setting and totally beyond the school's ability to control which have a tremendous impact on what takes place in school. As was extensively explored throughout our hearings on this subject, problems involving the home environment, violence on television and in films, severe unemployment among young people—sometimes exceeding 40 percent in certain areas of the country—and the lack of adequate recreational facilities all have a tremendous influence on youth, yet remain largely outside of the school's control. Moreover in

analyzing the problems of crime in schools it should be remembered that our schools are merely one facet of a society in which crime, and especially juvenile crime, plays an all too prevalent role.

Earlier reports of the Subcommittee have pointed out that violent juvenile crime in America has increased by 246.5 percent over the past thirteen years, while crime against property by youths has gone up by 104.6 percent. Today persons under 25 years of age are committing 50 percent of all violent crime and 80 percent of all property crime.¹ There is no reason to suspect that schools serving a large percentage of this population can remain unaffected by these societal trends.² Mr. Irving Anker, the Chancellor of the New York City School System, referred to this notion in his appearance before the Subcommittee:

The schools are expected to educate and meet most of the needs unilaterally of large numbers of students within the setting of the educational process, despite the fact that many of its problems are rooted in and integral to the large urban setting—housing patterns which create and intensify racial imbalance, the flight of the middle class to the suburbs, unemployment, poverty, inadequate health and community services, a rootless, restless, bewildered, and often defeated migrant population totally unprepared for the rigors of urban living, an upsurge in crime, a rise of 17 percent in the last year. Citywide crime, according to the latest FBI figures reveals that in New York City there were 519,825 serious crimes in 1973-74 compared with 475,000 the previous year, a 9 percent increase in serious crime in one year.

With one seventh of the total New York City population inside the schools every day, the schools inevitably reflect the violence and lawlessness in the surrounding setting.³

While it must be recognized that what takes place in the hallways and classrooms of a school is often a reflection of the streets and homes of the community, and that schools can have little immediate effect on whatever deficiencies might exist in the general society, there appear to be several factors intimately connected with violence and vandalism that are susceptible to some form of control by schools. The Subcommittee believes that schools can contribute to solving these problems by formulating programs and policies that can effectively deal with these conditions.

One factor repeatedly brought to the Subcommittee's attention actually encompasses several subsidiary issues of concern to educators: truancy, suspension and expulsion. In the context of school violence and vandalism these three issues combine to present schools with one of the major contributing factors to these problems—the school intruder.

The intruder is a person, frequently of school age, who is not presently attending school, but will congregate with others around the building and occasionally enter the school without authorization. All too often the entrance is merely a prelude to more serious problems for the school community. Intruders account for a surprisingly large percentage of the violence inflicted on teachers and students within our

¹ Subcommittee To Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, "Juvenile Delinquency Annual Report—1975" (hereinafter cited as Annual Report—1975), p. 3.

² This is not to say, however, that there is nothing positive that can be done about the general problem of juvenile crime in our society. In 1974 Congress adopted the Juvenile Justice and Delinquency Prevention Act which was the result of several years of work by this Subcommittee. This legislation represents the first coordinated Federal effort to address the problems of youth delinquency and crime. An intensive examination of juvenile delinquency by the General Accounting Office in 1975 concluded that, "this Act if properly implemented should contribute significantly to the prevention and control of juvenile delinquency and improve the Federal Government's control of such efforts."

³ Hearings, Anker, Mr. Irving, p. 89.

schools. A study of crime problems in New York City Schools, for example, found that over 23 percent of the total incidents were committed by intruders.⁴

The Los Angeles school system estimates that a majority of violent crimes are caused not by attending students but by young intruders, many of whom are former students either voluntarily out of class or suspended from the system. In New Orleans the public schools report that groups of intruders, again composed partially of former students who are truant or suspended, contribute to problems of extortion, vandalism, theft, narcotics traffic and assaults on school grounds.⁵ As the Director of Pupil Personnel for a school district in Racine, Wisconsin writes:

Many of the persons who cause problems in schools are intruders and outsiders. These problems are not only of violence and vandalism but are also related to social interests of adolescence including drugs. The school becomes a natural place for young people to get together and the vicinity of the school attracts many persons who are not in attendance who merely loiter and entertain themselves in this environment.⁶

The President of the National Association of School Security Directors told the Subcommittee that intruders are a significant contributor to violence and vandalism problems on nationwide basis and that schools often become focal points for large groups of class cutters, suspended students and truants.

Nonattending students appear to play a considerable role in vandalism as well as violence. Although most vandals are not apprehended, the Greenberg study of a West Coast school system found that of the small numbers that were, 72.2 percent had a history of truancy problems and 33.3 percent had cut classes.⁷

Given the dimensions and the roots of the intruder phenomena truancy cannot but help to have an effect on the overall problems of violence and vandalism. It should not be surprising therefore to find that increasing violence and vandalism rates have parallel increasing truancy rates. The Executive Secretary of the National Association of Secondary School Principals presented the following statistics to the Subcommittee:

When most of us were going through school, and when your good mother and father were in the teaching field, Mr. Chairman, in a typical school year, absence rates usually due to respiratory infections, would cause a young person to be out perhaps 4 or 5 percent of the time. Today, that 4 or 5 percent has jumped closer to 15 percent and we have many major cities where the absentee rates are 30 percent. There are some cities in fact where faculty members would be delighted if they could claim better than 50 percent attendance on any given day. This situation has added to the seriousness of the problem which you address this morning.⁸

Truancy rates such as these leave large numbers of schoolage juveniles out on the streets with no supervision and nothing to do. Figures provided to the Subcommittee by the Bureau of Attendance in New York City reveal that on any given day 200,000 of the system's 1.1

⁴ Hearings, special Report of the Office of School Safety to the Board of Education of the City of New York, pp. 377-408.

⁵ Green, Reginald, Director of Office of Safety and Security of New Orleans, Louisiana Public Schools; letter of October 23, 1975 to Senator Birch Bayh.

⁶ Johnson, Leland, Director of Pupil Personnel for Unified School District No. 1, Racine, Wisconsin; letter of November 14, 1975 to Senator Birch Bayh.

⁷ Greenberg, Bernard, "Program for the Prevention and Control of School Vandalism and Related Burglaries," Stanford Research Institute, Menlo Park, Calif., 1975.

⁸ Hearings, Kiernan, Dr. Owen B., p. 37.

million students may cut school. A study of Washington, D.C. records for the period between January and May of 1975 found that an average of 20 percent of the high school students were absent from school.

The reasons for such truancy rates are varied. Some students claim their courses are boring or filled with information they feel is useless to their needs. Others complain that the methods of presenting the materials are uninteresting and not stimulating. Many chronic truants are often the overlooked and educationally disenfranchised members of the school community. One study by the Virginia State Board of Education found that 62 percent of the truants had D or F grades while only 5 percent of nontruants did, and that 75 percent of the truants seldom or never participated in school activities while only 15 percent of nontruants failed to participate.⁹

An even more disturbing fact is that some students stay away from school because they are simply afraid to go. An official of the Philadelphia school system told the Subcommittee that a portion of that system's 15,000 daily absences resulted directly from fear of violence in the schools.

A student testifying before the Subcommittee confirmed both the existence of this problem and the extent to which fear can cause students to avoid school:

Senator BAYH. Are there some students afraid to go to school?

ROBERT. Yes, some are. That is why people get failed in school—from absences. Sometimes teachers think that they don't feel like going to school or they are just sick or something. People are scared and they don't want to tell the truth.¹⁰

Schools are also plagued by the in-school truant; students who arrive at school more or less on time but who do not attend classes. Often, rather than simply leaving the school, these students spend the day loitering in the halls, gambling or occasionally participating in illegal activities.

Paradoxically while these youngsters have optioned out of regular school life there is a tendency among significant numbers of them to congregate around schools in order to seek out their friends or acquaintances. Few of them have other interests such as jobs or outside activities and, obviously, few have positive ties to a school community which for a variety of reasons has been unable to meet their societal or educational needs. The reduction of truancy rates, therefore, is one way of confronting the problems of the school intruder who contributes so significantly to the overall increase in violence and vandalism.

In addition to youngsters out of school due to truancy, there are significant numbers of students who are involuntarily removed for disciplinary reasons through suspension. Ms. Marian Wright Edelman, Director of the Children's Defense Fund, which recently completed a study of this issue, told the Subcommittee:

First in our study we found that an astounding number of children were suspended from school: in the reporting districts in the 1972-73 school year more than one million children were suspended for over four million school days or 22,000 school years. Fifteen states reported suspending over 30,000 children each.¹¹

⁹ Virginia State Board of Education, Richmond, Virginia: "Report of the Special Study Committee for Senate Joint Resolution No. 60," June 27, 1975.

¹⁰ Hearings, Robert (student), p. 262.

¹¹ Hearings, Models, Edelman, Ms. Marian Wright, p. 6.

Much like the truant, the suspended student often returns to the vicinity of the school and adds to the ranks of potential intruders. In this sense an overly active suspension policy may actually be contributing rather than reducing the disciplinary problems of our schools by producing groups of potential school intruders. Ms. Edelman concluded that one of the chief sources of school related violence could, "be found more on the streets where the dropouts, pushouts and suspended students pass the time among delinquent gangs in arms or drug trade."¹²

It would appear therefore that the use of exclusion of students as a disciplinary strategy should be carefully controlled so as not to cause more harm than good to the orderly structure of a school. While some students who pose a threat to the safety of other members of the school community or who participate in the costly destruction of school property must obviously be excluded from schools, we should be aware that suspension of students for somewhat trivial offenses such as smoking or tardiness might very well be a policy of diminishing beneficial returns. A school's efforts to control ordinary nondangerous disciplinary problems should not and need not operate as a recruitment mechanism for the ranks of potential school intruders.

Too often, however, a disciplinarian charged with the challenging task of keeping order in schools feels there are few other alternatives available for the youngster who repeatedly violates school rules. The lack of alternatives therefore often results in the imposition of suspension for offenses which could be more effectively deterred and treated by some other means.

The Juvenile Justice Act recognized this problem by authorizing model programs to prevent the unwarranted exclusion of students from public elementary and secondary schools.

A study in Florida, for example, found that suspensions were imposed more often for truancy than for any other single violation of a school regulation.¹³ Suspension due to pregnancy is the single most significant cause of females leaving public schools. Preliminary returns of a 24 State survey conducted by the National Association of Secondary School Principals found that more students were suspended for attendance problems and tobacco smoking than for all other violations combined.¹⁴

It should be understood that disciplinarians do not impose suspensions for such violations because they enjoy throwing kids out of school. On the contrary the NASSP survey shows that the sanction was imposed only after repeated warnings that the violation would result in suspension. Essentially the reason suspension is used for offenses such as tardiness or smoking is that the disciplinarian feels there simply is no other alternative available as a response to the violation. Disciplinarians also state that suspension frequently serves as a mechanism for bringing parents to school to discuss their child's behavior.

Some progress in confronting the intruder problems therefore and, at the same time, providing more effective disciplinary methods might

¹² Hearings. Models. Edelman. Ms. Marian Wright. p. 12.

¹³ Florida State Department of Education. Tallahassee, Florida: "Governor's Task Force on Disrupted Youth: Phase I Report." September 1973.

¹⁴ Hearing. Models. National Association of Secondary School Principals, "Student Suspensions and Expulsions: Preliminary Findings," pp. 855-860.

be achieved by developing alternatives to suspension for ordinary non-critical violation of school rules. The use of these alternatives does not signal a lessening of concern for discipline but rather is an attempt to expand a school's available disciplinary options in order that legitimate rules can be enforced in a manner that will not be self-defeating to the overall goal of creating a more orderly learning environment. If schools are unwittingly adding to the problems of intruders through the suspension of troublesome but nondangerous students, it is obviously in the best interest of proper discipline to reassess the appropriate role of suspensions in that effort and to provide disciplinarians with the tools necessary to do their job. Schools should not be forced, because of a lack of adequate alternatives, to pursue a disciplinary tactic that is at best self-defeating and at worst a potential threat to the safety of members of the school community and school equipment.

It should be made clear that this is not to state that removal from school is never an appropriate response under any circumstances. On the contrary for those students whose conduct poses a danger to the safety of the school community their removal should be as rapid as possible consistent with the requirements of due process. Schools and staff are not equipped to deal with students with such serious problems and it serves neither the best interest of the youngster involved nor the community as a whole to fail to remove the student from the public school environment.

In addition to implementing various policies to reduce the threat posed by intruders, the educational community might also lessen the tendency to violence and vandalism by instituting more detailed procedures for handling the myriad disciplinary situations faced by school personnel each day and by insuring a generally more informed attitude on the respective rights and responsibilities of students, teachers, parents and administrators.

Some teachers complain that they are unsure as to exactly what their rights and responsibilities might be or what procedures are required when confronted with a situation necessitating a disciplinary response. One teacher appearing before the subcommittee discussed this issue in terms of the Supreme Court decision in *Goss v. Lopez* (95 S. Ct. 729 (1975)) which concerned the constitutional rights of students to certain procedural protections prior to suspension:

Senator BAYH. Let me ask you about something. In the Supreme Court decision we discussed earlier, I recall the Court dealt with students rights. Do you as a teacher believe that the standard established really makes it more difficult to provide discipline?

As I recall, the Court said, before suspension the student should be notified that this is happening and be given the opportunity to explain his or her side of the story. That in a nutshell is about what the Court said. Is that standard imposing an unnecessary burden?

Ms. COCHRAN. I do not think so. If it were my child and he were to be suspended or expelled from a school, I feel he should have the right and I should be informed. He should have the right to give an explanation. The problem with that entire Supreme Court decision is the lack of understanding and education on the part of school board members, administrators, teachers.

Teachers are so very unaware of their rights, or their lack of rights, or whatever it is. Many teachers believe they have many more rights than they actually have. Others believe and are afraid of exercising any kind of authority because they feel they don't have the right—that it is being taken away from them.¹⁵

¹⁵ Hearings, Cochran, Ms. Peggy, p. 255.

The consequences of ignoring such essential issues can be detrimental to the morale and capabilities of school personnel and consequently to discipline as a whole. Teachers develop a reluctance to correct improper behavior for fear of legal or professional consequences, or because they simply are unaware what the policy of the school is or how it should be enforced.

The lack of clearly understood rules and procedures may also lead to the erratic or arbitrary enforcement of discipline within a school which in turn can result in a feeling among students that the institution is inherently unfair and discriminatory in its treatment of individuals. Unfortunately there are disturbing indications that the situation may be contributing to a racially discriminatory imposition of suspension on black students. The Department of Health, Education, and Welfare Office of Civil Rights survey of suspension in the 1973-74 school year showed that while black students constituted only 27 percent of the total student population in the reporting districts they accounted for 42 percent of the total number of students suspended. A study conducted by the Robert F. Kennedy Memorial foundation concluded that disproportionate imposition of suspensions and expulsions on black students was used in some instances as a weapon for resisting desegregation of school districts.¹⁶

Sometimes the absence of adequate and open discussion of disciplinary procedures can result in the adoption of practices by individuals acting on their own that are unwise and unsupported by the school community at large. Several teachers in a school district in the upper Midwest, for example, adopted the practice of locking troublesome youngsters in a coffin type box for up to ten minutes at a time. The school board and superintendents were apparently unaware of this procedure and immediately ordered it stopped when a parent complained that her son, who suffered from asthma, had been locked in the box.¹⁷

Many students also have an inadequate understanding of the reason and purpose behind the existence of certain school rules and consequently they may feel little responsibility for following their dictates or supporting them among fellow students. Under such conditions rules are viewed as obstacles to be avoided rather than necessary guidelines for an orderly environment.

The entire educational community would benefit from a firmer understanding of the rules of the game as it is played in schools. It is far better to anticipate important policy decisions before problems occur rather than analyzing mistakes in retrospect. The issues raised by disciplinary questions are complex and consequential and should receive primary attention from the school community.

Another facet of contemporary education, which was repeatedly alluded to throughout the subcommittee's investigation as a contributing factor to school problems, was the use of drugs, including alcohol, in schools and on school campuses. It is clear that the last several years have witnessed an increase in the use of drugs by young people in our

¹⁶ Southern Regional Council and Robert F. Kennedy Memorial, Washington, D.C., "The Student Pushout: Victim of Continued Resistance to Desegregation," 1974.

¹⁷ The Washington Post, Sept. 25, 1975.

society. As in the case of other societal trends this one has not stopped at the schoolhouse door. Data from the subcommittee's 1970-73 survey showed that drug related offenses in schools increased by 37.5 percent over this period.¹⁸

In some places drugs are considered a regular part of school life. A panel of students portrayed their experiences to the Subcommittee:

Senator BAYH. Is it easy to get drugs in your school?

DEBBIE. Really easy. All you got to do is say you want it and you can get some right then and there.

ROBERT. You can say where is the dope pusher? Is he around? They are all around.

DEBBIE. They get it from somebody in the neighborhood and then sell it or give it away. A group of kids cut classes and all go get high and come back to class and they are high and ready for the next class.

Senator BAYH. I assume that most of the students know who the source of drugs is?

DEBBIE. Yes.

Senator BAYH. Whether it is another student or somebody walking around the sidewalk?

DEBBIE. It is another student at the school I go to.¹⁹

Several studies have confirmed that drugs are a growing problem in schools. In the affluent suburb of Montgomery County, Md., a comparison of drug incidents in the latter 6 months of 1973-74 with those for the same period in 1974-75 showed a 61.1 percent overall increase. High schools reported the highest rate of increase with 77.2 percent, while junior high and middle schools reported a 47.8 percent increase for the identical time period.²⁰ In the Spring of 1975, special police raids at four Montgomery County Schools resulted in the arrest of 19 persons for selling drugs on or near high school campuses. On a nationwide basis the National Education Association estimates that fully 30 percent of the 18 million students in the Nation's public school systems, or 5.5 million youngsters, are using illegal drugs.²¹

It should be emphasized that the drug abuse affecting our schools is not limited to "hard drugs" such as heroin or cocaine, or "soft drugs" such as marijuana but also includes, to a growing extent, the favorite recreational drug of adult Americans—alcohol. As the President of the National Congress of Parents and Teachers, Mrs. Walter Kimmel, told the Subcommittee:

With approximately 500,000 teenage alcoholics in our country, parents must be alert to the fact that alcohol is readily available to their children at home, at a friend's home, a playground, and even in a friend's lunchbox. Drug problems, including alcohol contribute to poor mental health, poor study habits and low achievement; and all these lead to behavior problems that can lead to violence and vandalism.²²

Despite the dangers inherent in alcohol abuse by young people, the acceptance of alcohol among adults often results in a view of it that is less hostile or critical than the use of other substances. This more positive attitude accounts for at least part of the increased use of alcohol

¹⁸ Subcommittee To Investigate Juvenile Delinquency, preliminary report, April 1975, "Our Nation's Schools—A Report Card: A: In School Violence and Vandalism" (hereinafter cited as Preliminary Report), p. 4.

¹⁹ Hearings, Robert, Debbie (students), p. 267.

²⁰ Montgomery County Office of Drug Control, Rockville, Maryland, "Confirmed Drug and Alcohol Incidents Reported by Montgomery County Public Schools for School Year, 1974-75."

²¹ National Education Association, Washington, D.C., 1975: "Educational Neglect: Research Papers for Conference on Educational Neglect," p. 116.

²² Hearings, Models, Kimmel, Mrs. Walter, p. 35.

among youngsters of school age. A school administrator from Washington State explained the relationship between parental attitudes and alcohol use to the subcommittee:

I also have noticed an increase in alcohol. One of the things about alcohol is that it is accepted more by the parents. If a kid gets involved in marijuana they frown on it, but if he gets involved in alcohol they say, "Thank God it's not marijuana!", and welcome him back to the establishment. We have State liquor stores in Washington. Because of the affluence of the residents, liquor stores in Bellevue regularly rank among the highest in sales in the entire State. Liquor is available to most kids at home. It is easy for kids to obtain.²³

The fact that most Americans are more tolerant of alcohol than other drugs should not obscure the fact that its use by underage students can lead to serious problems of abuse. A nationwide study of drinking behavior by junior and senior high school students in grades 7 through 12 found that 28 percent of these adolescents are problem drinkers under the commonly accepted definition of becoming seriously intoxicated four or more times in the past year.²⁴ Over 10 percent of students in these six grades drink large amounts of liquor at least once a week and an astounding 2.4 percent of them drink every day. More pointedly 4.9 percent of these students reported that they in fact had become involved in altercations with principals or teachers as a direct result of their drinking. Although most statistical studies of the problems of alcohol and other drug abuse are directed at junior and senior high school students there are at least some indications that these problems are growing in the elementary grades as well.

One teacher at a subcommittee hearing related an incident which had occurred at her school within a week of her appearance in which a group of sixth graders had to be sent home from school because they were drunk.²⁵

The detrimental effects of drug abuse on an individual's capacity to learn and function in an academic environment is obvious. There is just no way to teach a student who is sedated, high, drunk or a combination of all three. Beyond the individual tragedies involved, however, there are disturbing indications of some parallels between substance abuse and incidents of violence and vandalism in schools. There appears to be at least some link between the abuse of these substances and antisocial acts committed by those abusing them. A study of this phenomenon conducted by Daniel Yankelovich found that 62 percent of students who abused drugs in a survey group had intentionally destroyed school property and 70 percent of them had been suspended or expelled from school.²⁶ Any doubts that abusive use of alcohol can be a factor in violent behavior should be settled by a study of violent crimes in this country that found an association with alcohol in 61 percent of all murders, 41 percent of all assaults and 34 percent of all forcible rapes.²⁷

²³ Hearings, Wilson, Mr. Harry W., p. 331.

²⁴ National Clearinghouse for Alcohol Information, Rockville, Maryland, April 1973: "A National Study of Adolescent Drinking Behavior Attitudes and Correlations Conducted by the Center for the Study of Social Behavior of the Research Triangle Institute."

²⁵ Hearings, Cochran, Peggy, p. 229.

²⁶ Yankelovich, Daniel, "How Students Control Their Drug Crisis," from *Psychology Today*, October 1975, p. 41.

²⁷ U.S. Department of Health, Education, and Welfare, Washington, D.C., June 1974: "Second Special Report to the Congress on Alcohol and Health," p. 42.

Despite the problems presented by the presence of various drugs in schools, it is apparent that, in terms of a potential for violent activities, the distribution of illegal drugs poses a greater danger than their simple personal possession or use. When students or other young people are involved in selling drugs in schools or are used as intermediaries by outside adult pushers the potential for serious trouble is dramatically heightened. Moreover illicit organizations geared to the distribution of drugs often find schools, and especially schools located in more affluent communities particularly lucrative targets. They are of course, one of the main gathering places for large numbers of potential customers, and in wealthy areas the students often have little trouble finding sufficient money for transactions. In the suburbs of Chicago large volume distributors of heroin, cocaine and other drugs arranged for special shipments of these substances to coincide with the opening of school in September of 1976.²⁸

The existence of a school based drug distribution system often carries with it all the competition, rivalry and antagonism inherent in other illegal underground operations. Rival rings operating in the same area may attempt to control or intimidate each other through the use of threats and violence. Serious abusers of drugs will sometimes turn to shakedowns and extortion from other students to raise money for a buy. The distributors of drugs, who obviously cannot rely on conventional methods of enforcing debts and collecting bills, must use illegal means including robbery and beatings to settle accounts and cajole customers into paying for deliveries. The theft of drugs from students becomes a particularly inviting and lucrative enterprise since the victim obviously must forego reporting the crime—no student would want to voluntarily admit to having illegal drugs in the first place. Additionally the existence of drug distribution activity is almost invariably accompanied by an increase in the possession, and occasionally the use, of dangerous weapons.

Essentially the whole range of activities that surround illegal drug operations when they exist on the street can also be found when the business is conducted in schools. The resultant escalation of tension and confrontation can ultimately lead to tragedy. These dangers were starkly illustrated in the recent shooting death of two students on high school campuses in one Northeastern suburban school district within several months of each other. Police and school officials have established that both of these killings were drug related incidents.

Fortunately such tragedies are exceptions to the normal course of events even in schools in which a certain amount of drug dealing takes place. Unfortunately it is not exceptional to find a significant level of threats and physical violence present in situations involving drug traffic. As is normal in any enterprise which relies on the transfer of an illegal commodity, the preservation of the operation requires a host of ancillary illegal activities to insure the secrecy, payments and exclusivity required for its continued existence.

Another area of interest to the Subcommittee concerns the possibility of a link between learning disabilities and patterns of delinquent behavior both in school and in the community at large. The

²⁸ The Chicago News, "Drug Pushers Gear for School Opening," Sept. 3, 1976.

term learning disability is a relatively new one in education and is used to describe a variety of disorders which hinder or prevent a person's ability to learn through traditional teaching techniques. These afflictions are unrelated to basic intellectual capability and do not include learning problems arising from general retardation, emotional disturbances or societal deprivations.

There are a number of specific disorders encompassed in the general definition of learning disability; one of the more common forms being *dyslexia*. This is a sight related disorder in which a child involuntarily reverses written symbols thus resulting in difficulty reading words and numbers. Extreme cases of dyslexia may make it impossible to understand written information at all even though verbal communications can be easily absorbed and understood. Another disorder contained within the learning disability term is *aphasia* which involves auditory or speech defects that may make it difficult to pronounce words or understand verbal messages. A third form is *hyperkinesia* which is a muscular control malady traceable primarily to a neurological as opposed to an emotional origin.

There are many serious questions posed by the role of learning disabilities in school violence and vandalism as well as in the overall problems of juvenile delinquency. Some studies have indicated that a significant number of young people who participate in delinquent conduct also have one or more forms of learning disabilities. Ms. Marian Edelman, Director of the Children's Defense Fund, told the Subcommittee:

A study of 444 students in the custody of the Colorado Division of Youth Services, in 1972, showed that 90.4 percent of them had learning and perceptual disabilities, which had not been dealt with adequately. The mean grade they had completed was 8.8, but they functioned at a mean grade level of 4.6.

These were children who had had learning and perceptual disabilities, which the schools had not recognized or designed adequate programs to deal with. They had learning disabilities.

A study of 1,252 children convicted of offenses in Texas showed that only 57, or 4.6 percent were at the proper educational grade level. What does the frustration, we wonder, of not seeing the blackboard or not hearing the teacher push a child to do? How can a child behave if he cannot perform the basic skills needed for the work around him? What is the school's responsibility in these cases?²⁹

The possibility of a link between learning disabilities and the development of delinquent behavior patterns has been noted by various observers. A learning disabled child has the mental capacity to master the material in school, but is prevented from doing so by the disorder. Since the child appears to have the ability to succeed to the failure may be mistakenly traced to laziness or lack of interest despite the fact that the child may be putting a great deal of effort into the work. The resulting frustration, humiliation and resentment can lead to emotional problems and ultimately behavioral difficulties. As the pattern is continuously reproduced and reinforced throughout the school experience the individual may be viewed, and in fact begin to act, as a troublemaker. Thus the inability to successfully cope either on an academic or social level increases the chances of delinquency both in and out of school.

²⁹ Hearings, Models, Edelman, Ms. Marian W., p. 9.

While learning disabilities may pose a serious problem in terms of delinquent behavior, the tendency to identify any child who is not doing well in school, or who behaves poorly, as consequently suffering from a learning disability must be avoided.

There may be a variety of reasons why a particular student gets poor grades or is a behavior problem, and neither the student nor the school is served by taking these symptoms alone as determinative of the existence of a learning disability.

Moreover although some form of learning disability may affect anywhere from 8 to 20 percent of young males and a somewhat smaller percentage of female students it should be borne in mind that certainly not every child with a learning disability will become a delinquent and correspondingly not every delinquent suffers from a specific learning disorder. Some persons with a learning disability develop their own methods of circumventing the problem while others have found that the disorders disappear or moderate over a period of time. Any temptation to diagnose every behavioral or educational problem as related to a learning disability should be tempered by the fact that this area is relatively new, remains somewhat unexplored and presents highly technical problems requiring a specialized expertise.

Nevertheless a properly trained diagnostician can, through a variety of tests and observations, distinguish a learning disability from retardation, emotional disturbance and other related problems. Once correctly diagnosed, children suffering from forms of learning disabilities have been helped and have learned to overcome their problems through treatment or special teaching techniques. In one example a student who was doing quite poorly in school was administered a set of tests by a trained professional. The tests revealed that the student had serious difficulty in spelling either in verbal or written form although he could pick out the correctly spelled word from a group of various spellings. The spelling difficulty also manifested itself in various speech problems. The doctor diagnosed the specific problem and was able to develop a relatively simple technique which supplemented the usual visual-auditory teaching method found in most schools with a manual method to enable the student to master spelling and proper pronunciation despite the existence of the disability.³⁰

Other learning disability problems are more serious and would of course require more intensive treatment than a simple additional learning technique. Moreover a single student may exhibit more than one type of learning disability at the same time and may even have developed emotional problems arising from the experiences surrounding the disorder that may require different kinds of treatment.

The entire field of learning disabilities, and its relation to juvenile delinquency, including issues involving diagnosis, remediation and the most effective role of schools in treating these disorders naturally is of extreme importance to the subcommittee. Accordingly at the urging of the Subcommittee the National Institute for Juvenile Justice and Delinquency Prevention, established by the 1974 Juvenile Justice Act, has undertaken a comprehensive study of this area. The first report generated by the study has recently been completed³¹ and a grant has

³⁰ New York Times Magazine, "The Strange Malady Called Learning Disability," March 2, 1975, Sec. 6, p. 18.

³¹ American Institute for Research, Washington, D.C., prepared for the National Institute for Juvenile Justice and Delinquency, April 1976: "The Link Between Learning Disabilities and Juvenile Delinquency: Current Theory and Knowledge."

been awarded to the Association for Children with Learning Disabilities to conduct a study and evaluation of these problems in an operational setting. The Subcommittee intends to continue to promote an appropriate Federal effort to better understand and treat the problems of the learning disabled child.

The subcommittee also investigated the possibility that acts of violence and vandalism may present a certain pattern traceable to factors such as the characteristics of a particular school or the time of day when the majority of incidents occur. There is some indication, for example, that larger schools are more likely to experience serious problems than schools of small or moderate sized enrollments.

In contemporary public education it is no longer unusual to find three to five thousand students confined within a single school. This trend to larger schools is based on the perfectly legitimate desire on the part of many school boards to maximize the return on their limited tax dollars. Larger school buildings, able to house big student enrollments, are in the main cheaper to construct on a per student basis and are also able to provide extensive learning and recreational facilities to a greater number of students.

While the larger schools may be more economical to construct, however, they sometimes create an impersonal educational experience for many members of the staff and student body. As the numbers increase only a relatively few students are able to find a meaningful role in school as academic, athletic or social participants. For the remainder of the student body there is little reason for positive ties with a seemingly depersonalized and uncaring environment. The resulting resentment and apathy can breed the conditions in which violence and vandalism are more likely to occur. Mr. Robert Phay, professor of public law and government in the Institute of Government at the University of North Carolina and an experienced consultant on a broad range of educational issues, emphasized the role the oversized school can play in this process:

When high school buildings house more than 1,000 or 1,200 adolescents, they become too large to deal with the student as a person. The same is true for middle schools housing more than 900 students. In my opinion it is absolutely essential for an orderly school program that the school's administrators maintain close contact with the staff and the students. When student bodies exceed 1,000 and the staff exceeds 60 to 70 people, they are too big. When these limits are exceeded, a second level of administrators is created and students—and to some extent staff—develop a sense of powerlessness. Students lose their identity as a special person in whom the school is particularly interested and concerned and the result is an increase in antisocial behavior. Thus in my judgment the larger schools of 3,000 to 4,000 students are programmed for high levels of student misconduct and little can be done to avert trouble.³²

Smaller educational units have a tendency to be more personal, thus allowing a greater number of students to develop a sense of participation as members of the school community. Moreover teachers and administrators have an opportunity to become better acquainted with more students and will thus be more able to recognize and respond to an early sign of academic or behavioral problems.³³

³² Hearing, Models, Phay, Mr. Robert, pp. 149-150.

³³ James P. McPartland and Edward G. McDill, "Research on Crime In the Schools," p. 26, Center for Social Organizations of Schools at Johns Hopkins University, 1975.

This correlation between school size and school problems seems to prevail regardless of whether the school is located in urban, suburban or rural settings. Contrary to the beliefs of some people that violence and vandalism are problems found only in larger metropolitan areas, all indications are that the size of the school building itself is a more significant factor in this regard than the area in which it is located. Dr. Kiernan emphasized this point at a subcommittee hearing, "At one time we thought this was only an inner city problem, and it most assuredly is not."³⁴ He illustrated the situation at one Midwestern suburban high school:

This school certainly would be on the list of any one of the top 100 secondary schools of the United States. I am comparing the school year 1970-71 with the school year 1973-74, our last full school year. Larceny in the first category, jumped from 26 to 105—these are specific incidents. And again as Mr. Shanker points out in New York City—it is true in the other major cities—that many of the incidents are not reported. But here are cases of larceny quadrupling over this short time. Fighting picked up—these are serious fights, not just minor altercations—from 29 to 47. Trespassing jumped, locker breakins increased from 90 to 167. Vandalism itself, that is serious vandalism, jumped from 27 to 71.³⁵

A panel of classroom teachers appearing before the subcommittee reinforced the point that crime problems can be found in schools located in affluent suburbs as well as country crossroads. A teacher from a rural school in Missouri told of the escalating problems of drugs, weapons, violence and vandalism in her district. The situation became so serious that a decision was made to cancel classes and devote a day to a discussion of the problems. On the day of the meeting over 600 concerned parents participated in a series of meetings with district teachers.*

Another educator described his community and its experience with these problems:

Violence and vandalism is not confined to the ghetto, it is not limited by geography, nor is it restricted by the reputation and prestige of a school system. The community in which I live and teach is one of the most affluent cities on the East Coast. The per capita income in my community is over \$18,000 a year. This school system is considered to be one of the best in the country and we have violence and vandalism. I have been a victim of that violence, as has a colleague of mine. Students have been the victims of it, demonstrated by the fact that within the last two months two students have been hospitalized—one with a fractured skull, and the other with loss of teeth and a broken jaw.³⁶

An intensive statistical based study of a school system located on the West Coast reached the conclusion that, "vandalism losses do not correlate significantly with socio-economic criteria. Vandalism while a particular problem in Hawaiian Gardens (a pseudonym) is equally a problem in higher per capita income areas."³⁷

Perhaps one of the reasons urban areas are singled out as being uniquely beset by these problems is that some of the larger cities have made some effort to establish a reporting system designed to more accurately reflect the situation in their schools. Comparisons with other districts that have not made such efforts can leave a false impression. Moreover most urban districts have a greater overall num-

³⁴ Hearings, Kiernan, Dr. Owen B., p. 29.

³⁵ Hearings, Kiernan, Dr. Owen B., p. 37.

³⁶ Hearings, Bell, William, p. 232.

³⁷ Greenberg, Bernard, "Program for the Prevention and Control of School Vandalism and Related Burglaries," p. 6, Stanford Research Institute, Menlo Park, Calif., 1975.

ber of buildings, staff and students and they quite naturally reflect a larger cumulative figure for incidents of violence and vandalism than the moderate sized districts found more in the suburban and rural areas. Many urban districts are also beset by more serious community problems that tend to reflect high youth unemployment, poor housing conditions and higher overall crime rates. Nevertheless as Dr. Paul B. Salmon of the American Association of School Administrators has observed, "The difference between inner city and suburban schools is merely one of degree, not of kind."

With due regard for the caution which must be used in reaching conclusions based on school record keeping procedures that are not as extensive or sophisticated as might be desired there appears to be at least some pattern to the timing and location of some incidents of violence and vandalism. It is generally agreed that the more costly acts of vandalism take place after school hours or on weekends when there are relatively few people in school. The majority of window breakage and serious acts of arson, for example, take place not when the school is filled with students but when it stands idle and empty.

The most prevalent form of vandalism is window breakage which was reported by over 90 percent of the 2,000 districts surveyed in a recent study.³⁸ While breaking windows might not appear to be a particularly serious offense, it should be remembered that the funds a large school district annually spends on replacing broken windows could pay for a new school. Theft of school equipment and destruction of school property was also found in over three-fourths of the reporting districts.

Although there may be more numerous incidents of window breakage than other acts of vandalism, the most costly offense is arson. In fact almost 40 percent of all vandalism costs can be attributed to fire damage. The chart on page 36 illustrates the relative roles played by different forms of vandalism.³⁹

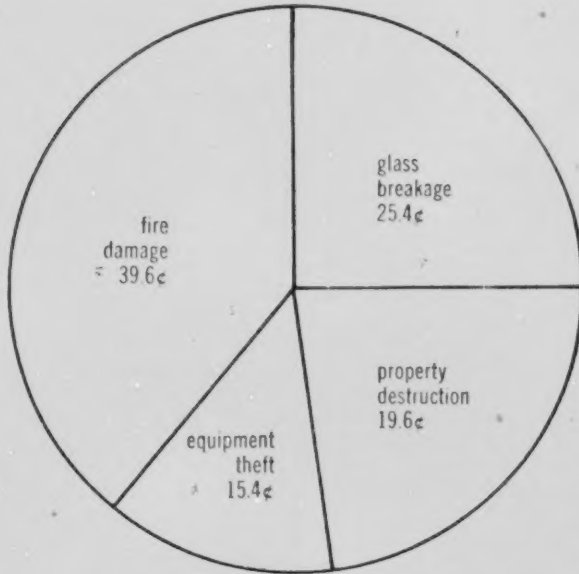
While acts of vandalism are somewhat predictable based on past experiences, situations involving violent confrontations are more random and less structured. Even here, however, certain areas of the school or certain situations appear to be more conducive to the possibility of such incidents occurring. When large numbers of students must rather quickly negotiate through narrow hallways or walkways with other students lounging in the same area, the tendency for a simple shoving and pushing altercation to escalate into a serious incident is increased. Moreover areas of the schools that are particularly isolated, such as the rear of stairwells or seldom used entrances or exit ways, provide a prime location for acts of violence toward unwary individuals. Many students express a particular fear of school washrooms as being the site of significant numbers of assaults and extortion incidents.

Despite the existence of some patterns and predictability to these incidents, there is always a measure of randomness and arbitrariness in the occurrence of crime. Indeed part of the fear of crime is the inability to precisely forecast, and therefore the inability to absolutely prevent when, where and how a crime will occur.

³⁸ School Product News, Cleveland, Ohio, June 1975, "School Security Survey," p. 10.

³⁹ Ibid.

How the school vandalism dollar is consumed:



As was stated previously the trends in violence and vandalism are not always rising in each and every school district across the country. While on a nationwide basis the trend over recent years has reflected a marked increase, the situation in individual districts may rise and fall from year to year for no apparent reason. Some school districts, for example, noted a reduction in vandalism costs following the adoption of new security techniques only to witness an increase in these costs in following school years. This may be traceable to an "education" factor in which vandals are deterred by new obstacles only until they have devised a method to circumvent them. Some vandals are actually quite clever in their pursuit of destruction. In Los Angeles several schools were heavily damaged by persons leaving bunson burners ignited on the floor of a chemistry lab and turning on all the gas jets. When the gas reached a certain density the entire room would explode.

Violence also tends to spiral and fall through certain periods. An examination of assault data on students and teachers over a two year period in New York City revealed that more of these incidents occurred in the spring and particularly in March than at other times of the year. Some schools reported periods when they felt the worst was over and the numbers of violent incidents were falling only to witness an inexplicable return of the problems to dangerous heights.

Debates over the annual increase or decrease in the crime picture in a particular school district should not obscure the issue of primary importance—school related violence and vandalism is presenting the

American education system with a serious problem that demands attention. A school board or administrator who views a seasonal leveling or decrease in incidents as an indication that the issue of school related crime is no longer important or deserving of attention may be making a mistake with tragic consequences.

YOUTH GANGS: THE RETURN OF THE ARMIES OF THE STREET

Sometimes their names sound faintly romantic like the Roman Kings or the Brooklyn Tomahawks, or even slightly humorous like the Baby Macaronies or the Jolly Stompers; but to those who are familiar with them these names do not imply humor or romance. Rather they signal a resurgence of a phenomenon many observers believed had passed in the 1950's. Recently, however, it has become apparent that the youth gangs are back and they are bigger, better organized and far better armed than were their predecessors.

Serious problems arising from organized gang activities are not, for the most part, a pervasive phenomenon in many schools across the country. In the majority of schools in which violence and vandalism constitute problems incidents usually arise from unorganized and random acts committed by individuals or small groups. While it would not therefore be accurate to state that gangs are a significant contributing factor to school crime problems on a nationwide basis, it is clear that in those cities and suburban areas experiencing a resurgence of violent gang activities the schools are also feeling the effects of the return of the armies of the street. In some areas the impact on the educational process has been devastating.

Because of the localized and somewhat specialized problems presented by gangs the subcommittee will treat them as a separate aspect of the overall discussion of the nature of school violence and vandalism.

The rise of the street gangs is not an uncommon event in many American cities. Almost from the founding of the Republic, gangs have periodically been formed, thrived for a time and just as quickly faded from existence. In the mid-19th century in New York City groups of young teenage Irish immigrants joined together in the face of poverty, squalor and intense prejudice to form gangs throughout the Bowery and the Five Points section of Manhattan. Large street gangs such as the Bowery Boys, the Plug Uglies and the Dead Rabbits engaged in activities very similar to those carried out by mid-20th century gangs. They protected their turf, wore identifiable colors, and occasionally battled with rival groups, sometimes engaging in fights involving hundreds of people and lasting several days.¹ After a period of dominance these groups would pass out of existence to be replaced in time by another set of gangs remarkably similar to their predecessors.

The most recent gang era in the United States occurred in the 50's and early 1960's, but by the late 60's these groups, with a few notable exceptions, had ceased to be of particular concern to most law enforcement officials. Now it appears that several of the larger urban areas of the country are entering a new gang era; one which some observers believe is more potentially dangerous than any of the past periodic episodes with street gangs.

¹ Haskins, James, "Street Gangs Yesterday and Today," p. 29. Hastings House, New York, N.Y. 1974.

Community leaders, school officials and police department personnel in several cities have stressed to Subcommittee staff investigators that the emerging gangs of the mid 70's do not fit the stereotyped model of the "jets" and "sharks" of the 50's. The old style "rumbles" in which large numbers of persons from rival gangs fought at a prearranged time and place has all but passed out of existence. At one time the rumble was the usual method of solving problems between gangs and was one of the chief functions of these groups. Although gangs claimed "turf" in certain neighborhoods they usually concentrated most of their energies on keeping rival gang members from infringing on their territory and they enforced this policy through rumbles.

The modern gang, however, not only seeks to keep rival groups from the physical boundaries of the neighborhood but also engages in intense efforts to control many of the areas and activities within the community itself.

Moreover these gangs engage in a wide variety of planned criminal activities including protection rackets, robberies of business and homes and, for at least some gangs, involvement in drug traffic. In this sense therefore the modern criminally oriented youth gang resembles more the organizational model and aims of organized syndicates than they do the gangs of the 50's.

Sergeant Craig Collins of the Bronx Gang Intelligence Unit in New York City has found that this new organizational structure and mode of operation is fairly consistent throughout the gangs of the South Bronx. Groups like the Savage Skulls, Black Assassins, Peacemakers and Seven Immortals have molded themselves after the rich and powerful kingpins of organized crime. Consequently the operations and activities of the gangs are much more sophisticated and effective than those of the last gang era.

Larger gangs may have divisions or subchapters located in neighborhoods or schools in different parts of a city. The Subcommittee was informed that in Los Angeles the Crips have as many as 1,000 members operating in two different high schools. Some gangs even have alliances or chapters in other cities and one gang from Queens, New York recently chartered a Greyhound bus to mount a recruiting drive for a new chapter in Boston.²

The individual gang usually has a hierarchy of eight to ten individuals lead by a president. The president may be older than the average member and often has spent some time in the gang working up through the ranks. The vice president is usually the administrator of the gang and makes certain that the president's policy instructions are carried out. In times of conflict with rival groups the planning and execution of defensive and offensive operations are undertaken by a designated war lord or counselor. Unlike the 50's counterpart this individual does not usually arrange large rumbles, but may lead an elite "hit squad" that makes surprise raids on rival territory to attack single gang members or small groups. In smaller gangs the war lord is also in charge of the gang's weapons and distributes them to the members as the situation dictates. Larger gangs have been known

² Subcommittee on the Family Court of the New York State Assembly, Report No. 2, "Armies of the Street: A Report on the Structure, Membership and Activities of Youth Gangs in the City of New York," p. 9. Albany, N.Y., October 1974.

to have a separate individual who acts as armorer and in some cases has control of literally hundreds of weapons from small calibre pistols to automatic rifles.

The ages of gang members range anywhere from 10 years old to the early or mid twenties. Occasionally a gang may have an advisor who may be as much as 30 years old. The advisor is usually not a regular member of the gang but may be a respected past member whose suggestions are sought after by the current hierarchy. Larger, more well established gangs sometime have auxiliary units of "midget" or "baby" members as young as 6 or 7. These youngsters are sometimes used as lookouts, scouts or messengers by main gang units. Most larger gangs also have female components that assist in running gang operations, investigating potential targets, keeping tabs on rival gang activities and transporting gang weaponry. There are also several totally independent and autonomous female gangs operating in some cities.

Many observers believe that one of the principal factors that differentiate the 70's street gang from its predecessors is its access to increased amounts of firepower. The crude, home made "zip gun" of the 50's would probably be viewed by the modern gang member with the same bemused attitude that a well equipped infantry soldier views a crossbow. Many of today's gang have ready access to rifles, sawed off shotguns, handguns, semi automatic and fully automatic rifles, pipe bombs and even, as was discovered in possession of a gang in New York, an occasional home made bazooka. As one study of the modern gang movement conducted by Professor Walter B. Miller, under the auspices of the Juvenile Justice Act, concluded:

Probably the single most significant development affecting gang member violence during the present period is an extraordinary increase in the availability and use of firearms to effect violent crimes. This development is in all likelihood the major reason behind the increasingly lethal nature of gang violence. It is probable that violence perpetrated by members of youth gangs in major cities is at present more lethal than at any time in history.³

Modern gangs also differ from previous ones by the extensive use of automobiles to carry out raids and operations in their own neighborhoods and those of rival organizations. Rather than the more traditional rumble many modern gang conflicts take the form of a hit squad making fast, lightening raids on rival territory and attacking individual gang members from speeding cars. The more serious of these incidents involve the use of rifles or sawed off shotguns to kill or maim the victims. Because of the easy availability and speed of automobiles these operations can be completed in a very short period of time.

The resurgence of the street gangs seems to be centered mainly around several large cities and certain suburban areas. There is little indication that gangs are appearing in smaller urban or rural areas. In those cities where they are active, however, they can pose extremely serious problems for officials. In Detroit, for example, the City Council was forced to quickly rehire 450 laid off police officers and impose a mandatory night curfew for persons under 18 in response to a rash of violent outbreaks by youth gangs in the city. Groups such as the

³ Miller, Walter B. "Violence by Youth Gangs and Youth Groups in Major American Cities," p. 203. Center for Criminal Justice, Harvard Law School, Cambridge, Mass. April 1976.

Errol Flynn and Sheridan Strips suddenly escalated their activities in mid summer of 1976. In a short period of time gang members participated in such events as breaking up a large rock concert being held at Cobo Hall, holding over 30 passengers hostage for a time in a city bus during rush hour and escaping with over \$170 of their money, and abducting a motorist who had stopped her car to fix a flat. An aide to Detroit's Mayor Coleman Young, stated, "The perception is that the situation is very bad, there is no question about that."⁴

Until a recent improvement in the situation in Philadelphia, gang related murders accounted for the deaths of approximately 40 youngsters each year between 1969 and 1974.⁵ An additional 250 persons were seriously injured annually. Irving Anker, Chancellor of the New York City School System, told the Subcommittee that there are approximately 350 gangs in the city with a total membership fluctuating between 7,000 and 20,000 young people.⁶ Arrests of gang members in New York increased from 2,176 in 1972 to 4,141 in 1974. From January through June of 1976 police arrested 2,014 gang members; a slight drop over the same period in 1975. Of those arrested in this six month span 7 were charged with homicide, 190 with possession of dangerous weapons, 186 with assault, 465 with burglary, 107 with possession of narcotics, 511 with robbery and the remainder with various other crimes. In Chicago the "supergangs" which flourished several years ago, such as the 2,000 member Blackstone Rangers, seem to have been replaced by smaller gangs operating on the North and West Sides. There are indications, however, that these smaller gangs are involved in a wide variety of illegal activity.

On the West Coast the two main centers of gang activities are Los Angeles and San Francisco. The San Francisco gangs are found mainly in Chinatown where three to five major organizations struggle for power and influence. Probably the largest and most well known gang in this area is the Wah Ching which also has an auxiliary unit called the Baby Wah Ching. Although total gang population in the Bay area is estimated at no more than 200 hard core members, they have had a significant impact on life in the community. Oakland police estimate that gangs have extorted as much as \$25,000 from restaurant owners over the past several months and that gangs with connections in the city's high schools are passing around a machine gun.⁷

Like other modern gangs the operations of the Wah Ching reflects an increased boldness and criminal sophistication. Police recently arrested two of its members in New York City where they had been sent as a "hit squad" to dispose of several rival gang members. Police believe the operation was a prelude to the Wah Ching establishing an East Coast chapter.⁸

Los Angeles has one of the most serious gang problems in the Nation. There are currently some 140 gangs active in the area from January 1,

⁴ Washington Post, "Gang Crisis Has Motor City Fighting For Its Life Again," Aug. 22, 1976. Detroit Free Press, "Young Gets Tough on Gangs," July 31, 1976.

⁵ Hearings, Glull, p. 125.

⁶ Hearings, Anker, Mr. Irvin, p. 92.

⁷ Washington Post, "Gangs a Way of Life in Chinatown," Jan. 12, 1976.

⁸ New York Times, "Problem of Youth Gangs Crisis As Police Unit Shrinks," Aug. 20, 1976.

1974, to October 30 of that year these groups were involved in over 1,600 violent crimes including 51 deaths, 885 assaults with a deadly weapon, 294 assaults with intent to commit murder, 279 kidnappings, 19 rapes, 8 firebombings and 99 cases of shooting at an inhabited building.⁹

The schools of course have not escaped this surge of gang activity and as gangs reappear and expand their traditional operations from street fighting to neighborhood control the schools have become an increasingly important asset in this process. All the attributes of the modern gang that distinguishes it from its predecessor have combined to make schools a particularly attractive target for gangs. What was once regarded as neutral turf by most gangs has now become a center of operations for many. As Dr. Halverson of the Los Angeles School system told the Subcommittee:

It is inevitable that gang activity would make a significant impact on schools since most gang members are of school age. The school site provides a natural base for operations including recruitment, meetings for planning and information sharing and criminal acts upon peers. The effects of gangs on the educational process at the secondary school level are not quantitatively measurable, but it is safe to conclude that staff and students are intimidated to an alarming degree by the presence and actions of gang members on and around campuses in some parts of the District.¹⁰

Dr. Halverson also estimated that gangs account for almost half of all vandalism occurring in Los Angeles schools.

The Miller study of gang activities in larger cities of the country supports the finding that many modern gangs are extending their areas of control into schools. Miller found gangs operating in junior as well as senior high schools and even in some elementary schools. He concluded that schools had become a "major arena" for gang activity:

In all four of the largest cities respondents provided vivid accounts of gangs prowling the school corridors in search of possible rivals, and preventing orderly movement through the hallways. All four cities report open gang fights occurring in the hallways—in some cases with considerable frequency. The shooting and killing of teachers by gang members was reported for Chicago and Philadelphia, and of non-gang students in Chicago and Los Angeles. Shootings and other assaults were also reported to have occurred in school cafeterias, auditoriums, and other internal locations.¹¹

The operations of gangs in schools are not solely or even predominantly violent confrontations. Rather the activities reflect the organized crime structure of the more modern gangs. In some schools gangs operate narcotic or protection rings. Gangs also have been known to take over whole sections of a school building such as certain restrooms and locker rooms and charge other students "fees" for the use of the facilities. There are also random shakedown or extortion operations in which a gang member in need of some extra spending money might demand small change or lunch money from classmates under threats of retaliation by the gang if they refuse.

One of the chief activities of gangs in the schools is its use of the building as a recruiting ground for new members. Often these operations reflect the new sophistication of the modern gangs. An example

⁹ Juvenile Justice Digest, Vol. 2, No. 16; Jan. 3, 1975, "Los Angeles Youth Gang Crisis."

¹⁰ Hearings, Halverson Dr., p. 150.

¹¹ Miller, Walter B., "Violence by Youth Gangs and Youth Groups in Major American Cities," p. 119, Center for Criminal Justice, Harvard Law School, Cambridge, Mass. April 1976 funded under the Juvenile Justice Act.

of this new technique was provided to the Subcommittee by Manford Byrd of the Chicago school system:

I saw a letter that a youngster received from a gang, a very well written letter, indicating that he had been observed and he seemed to be the kind of man that organization ought to have as one of its members, and they cited several persons who were affiliated and they were popular persons, and I am certain that, for that reason and for other threats that were implied in the invitation to affiliate, it made it quite difficult to say no.¹²

One of the more potentially dangerous situations for officials to encounter is to find a single school being used as the base of operations for two or even more rival gangs.

Los Angeles has a particularly serious problem in this regard with as many as eight gangs operating in a single school. The Crips have as many as 1,000 members at Washington and Fremont High Schools where both the Park Boys and the Wallnuts can be found. Crenshaw and Manuel High Schools both have chapters of the Van Brims and Exterminators in the same buildings. An indication of the competing nature of the gangs in the city schools can be illustrated by the following chart:

GANGS AROUND SENIOR HIGH SCHOOLS

School	Gang	Size
Belmont	Dogtown	30
	Alpine	50
	Temple Street	150-200
	Diamonds	100-125
	Westside 18th St.	200-300
	Frogtown	50-75
	Clantons	150-200
Lincoln	Vikings	50
	Dogtown	30
	Clover	150
	Cypress Park	75
	Happy Valley	54
Wilson	East 18th Street	400
	(few) Happy Valley	54
Roosevelt	East 18th Street	400
	Primero Flats	100
	Cuatro Flats	100
	Varrio Nuevo	50
	White Fence	45
Marshall	East Side 3rd's	50
	Hoyo Soto	30
	Frogtown	50-75
	Rebels	50-75
Banning	Harbor City	150
	Harpys	200-300
San Pedro	Wilma's	200
Locke	Denver Lanes	30
	Bounty Hunters	30
Washington	Figueroa Boys	(1)
	Crips	400-1,000
Fremont	Park Boys	20
	Crips	400-1,000
Jefferson	Wallnuts	30
	Pueblitos	30
Jordan	(few) Vikings	50
	Rat Pack	30
	Bounty Hunters	30
Crenshaw	4-5-6	20
	Van Brims	500
Manuel	Exterminators	50
	Van Brims	500
Venice	Los Santos	70-100
Hollywood	Rebels	50-75
San Fernando	Brand Ford Park	75
	Indickas	50
	New Revivals	30
	The Group	75
	New Generation	50

¹ Unknown.

¹² Hearings, Byrd, Mr. Manford, p. 143.

If these competing gangs have not reached some agreement to conduct their operations on a shared basis the rivalries and friction can explode into serious and even armed conflict. On December 18, 1974, for example, members of the Crips gang in Los Angeles fired several shots at other students on the Manual Arts High School campus in Los Angeles. One student died as a result of gun shot wounds. Shots were also fired following a dispute between the Park Boys and the Crips at Locke High School. Several youngsters were injured by gunfire during that exchange.¹³

The presence and activities of gangs in schools can quite naturally have a serious impact on nongang members, teachers and administrators. As Mr. Oswald Giulii of the Philadelphia school system stated to the subcommittee:

The impact of these problems of gang activity is felt in many ways, especially in the secondary schools. One, a climate of fear and anxiety is created reducing attendance and learning throughout the school. The mental health of students who want to continue in school while avoiding gangs is affected too. The rates of absenteeism and truancy are high; the attendance rate in 11 of our 26 high schools range between 61% and 74% on an average day. Approximately 15,000 of our 60,000 high school pupils are absent from school, mainly because of gang activity.¹⁴

While gangs may be more of a phenomena of the large cities rather than the country as a whole, it is obvious that their return presents a particularly serious situation to those school systems in which they operate. It is the Subcommittee's judgment that many of the programs discussed in the remainder of this report as possible responses to the overall problems of violence and vandalism in schools can also be applied to the school gang with beneficial results. It should be understood that the school's response to perceived gang problems should naturally be reserved for those groups that engage in violent or illegal activity. Not every "gang" of youngsters is engaged in violations of the law; fortunately many groups are perfectly law abiding and even helpful in the school and community.

The very serious and somewhat specialized nature of the violent gang problem however, may require development and implementation of programs designed specifically to deal with gang related concerns. Attempts to construct such programs naturally vary in their sophistication and their success.

In some schools the antigang program consists almost entirely of not permitting the gangs to wear their colors on school grounds. Some administrators report that this tactic removes the gang presence from the schools and restores an aura of "neutral turf" to the building. Others point out, however, that such a response by itself is more form than substance and merely serves to drive the gangs underground or force them to substitute some other identifying characteristic such as certain hats or shoes for the more traditional jacket colors.

Some administrators have indicated a measure of reluctance to engage in any program that is purely gang oriented in nature. They feel that gang problems should not be singled out for targeted treatment since often that only brings the gangs the recognition and status they crave. Efforts for example, that are centered around a series of negotia-

¹³ Hearings, Halverson, pp. 154 and 156.

¹⁴ Hearings, Giulii, Mr. Oswald, p. 125.

tions and agreements among gangs and school officials can produce harmful results by institutionalizing the life of a gang and granting it a respectability it does not deserve.

Despite these reservations, however, a well conceived and fully coordinated antigang program does appear capable of turning the rising tide of gang violence in our neighborhoods and schools. In Philadelphia an antigang program conducted by several community agencies in cooperation with the school system has been able to show a dramatic decrease in gang violence and homicides. The graph on page 45 illustrates the current trends.

Regardless of how well designed a particular program might be, its success or failure is dependent mostly upon the support and involvement of students and members of the community in general. With that thought in mind, community leaders involved in this program appeared in schools, churches and recreational centers to speak with young people about the futility and self-destructive tendencies of gang warfare. Neighborhood crisis intervention teams were organized to diffuse potentially dangerous situations and opportunities for recreational activities were expanded. Informal parents' councils were established in neighborhoods and organizations such as concerned Mothers of North Philadelphia encouraged a coordinated parental response to community gang activities.

Additionally the Philadelphia Association of School Administrators (PASA) developed a Plan to bring the resources of the school system to bear on the gang situation.¹⁵ The PASA Plan uses curriculum reforms, interagency cooperation, in-service teacher training as well as parental and student involvement to coordinate and improve the overall gang control efforts of the schools.

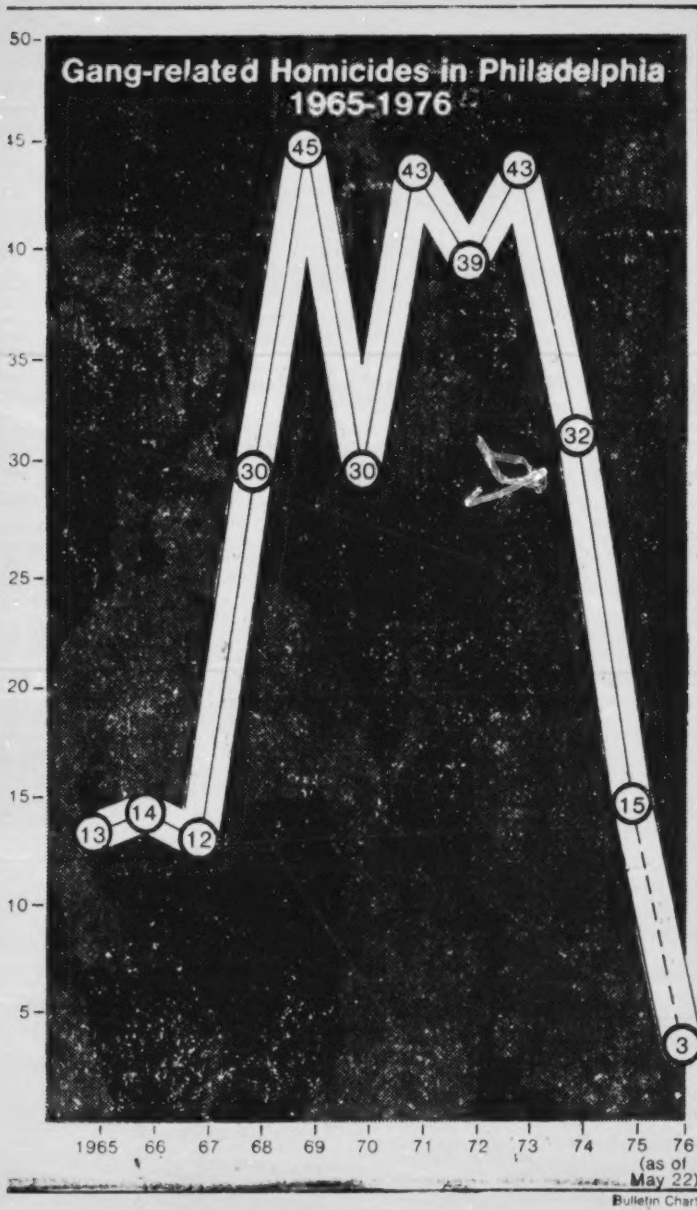
The involvement of parents and young people in these efforts is a significant indicator of the success or failure of these programs. The National Urban League's Criminal Justice Division has been actively involved in seeking ways to reduce the level of violence in both schools and the community at large. In a letter to Senator Bayh, Mr. Robert Woodson, Director of the Division, noted:

The information and insights expressed by these young people and their adult sponsors, confirmed our belief that many of the answers to youth violence lie with the youth themselves. Several examples were presented by gang members who have turned around from their previous violent campaigns and are now engaged in protecting rather than destroying their community.¹⁶

Obviously the resurgence of the youth gangs in a posture which many observers believe to be more potentially dangerous than past gang experiences poses serious and somewhat specialized problems for both the schools and our communities at large. Accordingly the subcommittee is currently pursuing an in-depth study specifically focusing on the nature, extent and possible solutions for gang violence.

¹⁵ Hearings, PASA Plan, pp. 341-370.

¹⁶ Letter of November 24, 1976 from Mr. Robert L. Woodson, Director, National Urban League Administration of Justice Division, to Senator Birch Bayh.



[From the Philadelphia Bulletin, May 23, 1976]

STRATEGIES FOR IMPROVEMENT

The natural desire to reverse the alarming trend of violence and vandalism should not stampede schools into adopting a series of cure all fads, each of which promises to bring a speedy end to these problems, but each of which amounts to more promises than progress. The complex roots of these problems, the critical situation already existing in numerous schools across the country, the precarious position of education budgets at local, State and Federal levels and the inevitable frustration which results from programs that fail and promises that go unfulfilled, all argue against those who guarantee the easy solution and the quick repair. The policies instituted to confront these problems must be thoughtfully planned and carefully implemented. Moreover, it should be clear that solutions cannot be found by simply passing a law or signing a bill. As Senator Bayh pointed out during the subcommittee's investigations:

I am sure we can all agree that there is no "Federal solution to problems such as these. The real answers to violence and vandalism in schools cannot be provided by the Government in Washington or by government at the State or local level. State, Local and Federal agencies can work together to insure that schools are receiving all the resources and assistance they need, but the ultimate solutions can only be found in the students, parents, teachers and administrators who make up the educational community of a school."

In order to encourage all members of this community to become involved in this process this section of the report will discuss a number of strategies which have proven successful in reducing and preventing violence and vandalism in schools. Some of these programs require the expenditure of funds while others can be implemented without much expense or without spending any money at all. Moreover these strategies are educationally sound methods of addressing some of the basic causes of violence and vandalism and can be useful in avoiding problems before they become critical. Schools should not develop the impression that they must wait for the roof to literally cave in before these programs can be helpful.

It should be emphasized that there is no single, all encompassing solution to these problems; there are no panaceas, no magic wands. The several strategies discussed here offer a variety of suggestions to the educational community on methods which can be helpful in improving a troublesome situation or preventing a serious problem from developing. Schools should be encouraged to choose those programs which appear to best meet their needs and will most likely be able to address the particular kinds of problems they face. Clearly there is no one program that can meet the variety of problems and issues discussed in the previous section. A well balanced "anti-intruder program," might include a wide spectrum of approaches such as alternative education,

(47)

truancy prevention, curriculum reform, counseling and security devices.

It is interesting to note that virtually every promising strategy which the subcommittee studied contained elements of participation by administrators, students, teachers, parents and other members of the community. The involvement of diverse elements of the school community is the foundation for many of these programs and can in fact be determinative of their success or failure.

Finally, the strategies discussed here should not be read as ironclad prescriptions for their application. The discussion is meant to give some guidance, but it would be misleading to imply that a strict recipe for any particular program would be applicable in every situation. Schools should devise their own specific models from the general approaches and suggestions discussed here.

This section of the report is divided into two parts: Educational and Interpersonal Programs, and Design and Security Programs. School violence and vandalism problems cannot be viewed in either a purely educational or a purely security context and an effective and comprehensive program will often include aspects of both of these approaches.

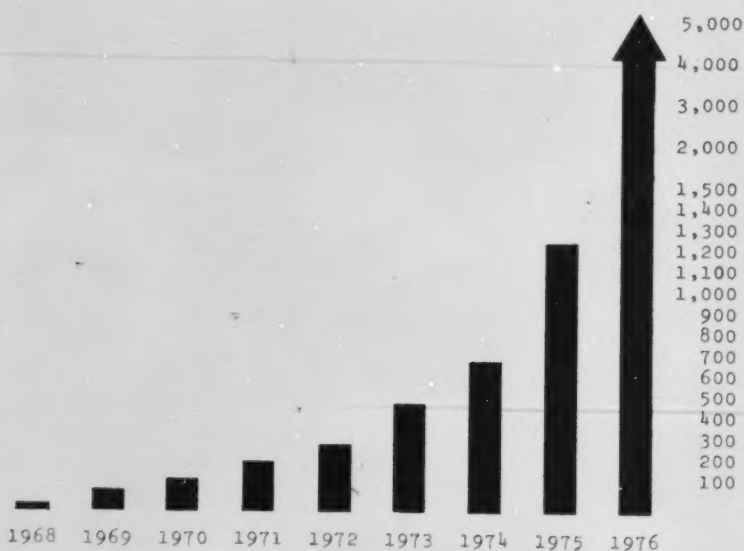
EDUCATIONAL AND INTERPERSONAL PROGRAMS

A. ALTERNATIVE EDUCATION

The trend toward alternative educational settings and opportunities is one that has been growing rapidly over the last few years. Dr. Vernon Smith of the Center for Options in Public Education points out that the lack of alternative or optional learning methods in public education is a rather recent development and that for the first 150 of our 200 year history the system provided innumerable "unofficial" options to the strictly academic teaching style. In recent years, however, public schools have relied on a learning environment composed almost exclusively of classroom lecture and recitation. The alternative education movement is based on the premise that the strict academic model, while it might be beneficial to most students, is not necessarily the best learning environment for every student in terms of that student's needs and aspirations. Some children need a different setting in which to effectively learn reading, composition, mathematics, communication arts and other skills.

The recognition of the need for such alternatives in the educational community has resulted in a dramatic increase in the number of such schools across the country. An examination of the situation in recent years is a revealing indicator of the direction and strength of this trend.¹

Growth of Alternative Public Schools 1968 - 1975



In the context of school violence and vandalism problems the Subcommittee has found that the concepts and approaches of the alterna-

¹ "Changing Schools," Center for Options in Public Education, Indiana University, Bloomington, Indiana, 1975, Issue No. 12.

tive education model can be useful in two ways. First, it can be used successfully, with proper caution and guidelines, as an alternative to suspension for students who in the absence of such programs would have been excluded from school for violation of ordinary regulations. When used as an alternative to suspension the object of the program should be to help the youngster resolve the difficulties he or she is encountering in school and return, if it is the choice of the student and parents, as soon as possible to the regular school setting. Second, it can be used as an optional educational program in which students who, for a variety of reasons are not benefitting from the traditional educational setting, may pursue a different and more personally effective learning model rather than becoming increasingly bored and frustrated by their experience in the regular school. In this second model there is usually no expectation that the youngster will return to the more traditional learning environment. Because the object and make up of the program may differ somewhat depending on whether it is to be used as a temporary alternative to suspension or as a more permanent optional school the discussion of alternative educational programs will be separated along those lines.

1. AS AN ALTERNATIVE TO SUSPENSION

In the previous section on the nature of school violence and vandalism the subcommittee pointed out that a significant portion of these problems can be attributed to intruders, some of whom had been suspended from the regular school for repeated violations of rules. While many of these youngsters had committed offenses which were not necessarily dangerous in themselves they often were disruptive to the educational process and could not therefore be retained in the regular school setting. Too often the problem confronting the school is that they are faced with a choice of either doing nothing for such children or putting them out on the street, without supervision or help, where the potential for serious trouble is immensely heightened.

It should be understood at the outset that alternative schools were not designed primarily for disciplinary reasons and they more often perform educational functions quite different from a strategy to avoid the exclusion of students. Several groups have found, however, that under certain conditions alternative programs have been successfully used to assist students in trouble, can help reduce the number of suspensions and consequently can be of significant assistance in controlling the intruder problem that plays such a large role in school violence and vandalism.

The Childrens Defense Fund, for example, recommends certain alternative school approaches as an alternative to suspension for disruptive students.² Mrs. Walter Kimmel of the National Congress of Parents and Teachers also testified to the subcommittee that the use

² Letter of Oct. 14, 1975, from Ms. Marion Wright Edelman, Director of the Childrens Defense Fund to Senator Birch Bayh, found at "School Violence and Vandalism Models and Strategies for Change," p. 22. See also "School Suspensions: Are They Helping Children?" A Report by the Children's Defense Fund, Cambridge, Mass., 1975, p. 95.

of alternative schools for this purpose can have a beneficial effect on both the student and the school:

Depending on the financial capability of the school district, special schools or special classes can be set up; arrangements for in-school suspension can be developed where the child remains in school, but in a separate setting than in the classroom; and Mrs. Edelman spoke about some things that are going on in Chicago. They do have in school suspension programs for elementary students, children that cannot stay in the usual classrooms but need attention in different classrooms. Various ways of working with these students have been tried, and some very successful programs have been developed. The most successful involved the parents and students in the planning, as well as parents and counselors working closely together with the students. There have been some examples where parents of students with problems have actually been employed as aides to the counselor, and the results have been good.³

Mr. Shanker of the American Federation of Teachers also noted that, "what is needed as a long range solution for the disruptive student is not expulsion but rather a different educational setting, one that caters to his special needs, distinct from the usual setting."⁴

Likewise the National Educational Association, through Mr. James Harris, indicated to the Subcommittee that the use of educational alternatives was a viable strategy for confronting problems of school violence and vandalism. Mr. Harris recommended that constructive educational alternatives be established within public systems to meet special student needs.

One such program is the School Delinquency Intervention Program operated by the Evansville-Vanderburgh School Corporation in Evansville, Indiana. Material furnished to the Subcommittee by Mr. Patrick Henry, Director of the program, indicate a marked success in keeping youngsters who would otherwise be suspended from school in the system where their particular problems can be treated. During the 1974-75 school year 84 percent of the youngsters referred to the program remained in school, and in the first semester of the 1975-76 academic year that figure was increased to over 90 percent.

The Educational Extension Center is an alternative school operated as one facet of the SDIP. The Center accepts students who have been referred through due process procedures by the school for behavioral or attendance problems. The Center staff consists of two teacher-counselors, two full time teachers, a guidance aide and a part time clerical assistant. When a student arrives at the program a series of interviews are held with the student and his or her parents and a plan is developed to meet the educational and social needs of that particular student. Special emphasis is placed on the involvement of the parents and other social agencies in the student's school experience. As a result of the smaller classes at the Center, students are able to receive more individualized counseling and educational attention than they would in the regular school setting. Follow up services are also available after the student returns to the regular system.

³ Hearings, Models, Kimmel, Mrs. Walter, p. 35.

⁴ Hearings, Shanker, Mr. Albert, p. 8.

These approaches seem to be successful in arresting patterns of delinquent behavior before they develop into more serious problems. In one case history a student was referred to the Center for chronic truancy; an offense for which she would have been suspended under the system in effect before the establishment of the Center. In the year prior to her referral she had missed 117 days of school and had even gone so far as to jump out of the bathroom window when an attendance officer came to her home. In her first semester at the Center she missed only 4 days of school and was able to maintain a B average.

Another program in St. Louis, Missouri has reported success using a similar approach not only with school referrals but also with more serious cases referred to it by the juvenile court. In fact many of the youngsters enrolled at the program have actually been adjudicated delinquent and the improvements reported in their academic and social capabilities demonstrate how intense individualized attention can have beneficial results even in the most serious cases. The program emphasizes fundamentals in reading, language, arts, and mathematics in small classes of between 8 and 16 students. Individual counseling is provided to each student by professionals who also serve as liaison with a student's family and other social agencies. Evaluations have shown an improvement in students' math and reading scores and a reduction in the average truancy rate from 55 percent in the regular school to 16.4 percent at the alternative school. Mr. Joseph Ryan, Director of the Providence Educational Center, told Subcommittee staff members that over 70 percent of the youngsters referred to the program return to the public school system.

The cost of providing the extensive services found at this program is about \$3,300 per student per year; considerably higher than the expenditure per pupil for the regular public school system. It should be remembered, however, that the cost is also markedly lower than the \$11,000 per youngster it costs to incarcerate a youth at the State Training School in Booneville, Mo.

In Chicago, Ill., an antitrucancy program consisting of a network of alternative schools provides an educational setting for students who ordinarily would have been suspended, expelled or even confined in a juvenile institution for chronic truancy. The Alternative School Truancy Program consisted of five schools throughout the city which sought to treat behavioral and educational problems of young people in a community setting and employed basically the same intense individualized attention techniques found in other successful programs. Program staff members are expected to become involved not only in teaching but also in counseling, home visits, family services and coordination of community agencies. According to an evaluation by the Illinois Department of Children and Family Services the Alternative School Network was able to turn youngsters who rarely, if ever went to school, into students with an average attendance rate of 77.5 percent.⁵

In Los Angeles the school system is establishing a series of alternative programs for disruptive youngsters. Dr. Jerry Halverson, Assistant Superintendent of the system, reported to the Subcommittee that such programs are helpful in reducing the problems caused by intruders on public school campuses.

⁵ Illinois Department of Children and Family Services "Truancy Program 1975," Springfield, Ill., p. 4.

Programs operating as alternatives to suspension are known by a variety of titles, including alternative schools and in-school suspension centers but generally they should possess the following attributes:

1. A dedicated staff familiar with the problems of disruptive youngsters;
2. A low ratio between the students and adults working in the program;
3. An emphasis on improving basic academic performance;
4. Individualized instruction and counseling;
5. Involvement of parents;
6. Coordination with other social agencies;
7. Flexibility (but not laxity) in administrative procedures and organization;
8. A goal of returning the student to the regular school setting.

Using alternative education programs as a strategy to reduce the number of school intruders, while at the same time academically and socially assisting youngsters on the verge of serious trouble does, however, present potential problems which must be avoided if the programs are to succeed. These programs will fail to benefit either the school or the student if they are merely places to send troublesome youngsters. As Joseph Grealy, President of the National Association of School Security Directors points out:

Alternative schools should not be the dumping grounds for unwanted students. They must be meaningful and programmed to meet the needs of the students. Alternative schools should identify, treat and make every effort to correct the students' problems with an objective of getting them back into the regular schools.⁹

Mr. Alan Levine, Director of the American Civil Liberties Union Student Rights Project, expressed a particular concern to the Subcommittee that too often such programs can become warehouses for disruptive youngsters which offer no help or assistance to the youths referred to them. The Subcommittee shares those concerns and should emphasize again that alternative programs that are essentially storage tanks for troublesome students will simply become another level of frustration and resentment that will do little to discourage chronic truancy or other suspendable conduct. An in-school suspension program that merely retains the student in the school system but fails to effectively address the problems that led to the unacceptable behavior in the first place cannot expect to be successful. Mr. Michael Litow, an instructor-counselor in an alternative program in Chicago, emphasized in discussions with Subcommittee staff, that one of the essential elements of any successful alternative programs for disruptive students is the willingness and ability of the staff to form relationships with the students that go beyond academic concerns and regular class hours. This intense involvement with the students will not occur if the alternative school is understaffed, unequipped, uncommitted and generally incapable of fulfilling its commitment to assist the students referred to it.

Another problem that must be avoided with programs that are alternatives to suspension is the occasional tendency for schools to refer too many of its disciplinary problems to the program. Administrators, teachers, and students should be aware of the kind or number of viola-

⁹ Letter of Jan. 15, 1976, from Mr. Joseph Grealy, Pres. of the National Association of School Security Directors, to Senator Birch Bayh found at Hearings, p. 215.

tions for which a student can be referred to the alternative program. The program cannot function correctly if every student who misbehaves in class ends up in the alternative school. If a school sets up an alternative program for disciplinary referrals it should limit the grounds for those referrals to suspendable offenses, and it should be sure to observe the legitimate due process rights of students and parents upon any referral by explaining why the student is being referred and granting him or her an opportunity to respond.

Additionally, a program established as an alternative to suspension should be viewed as a temporary measure with a goal of eventually returning the student to the regular school setting. While the counselors and teachers in the alternative school should be encouraged to continue their relationships with, and services to, their students the alternative school should strive to equip the youngsters to return to the regular school better able to compete and interact with his or her fellow students. Of course, if a student and his or her parents feel that the alternative educational experience is a better overall approach for their particular needs arrangements can be made for the student to stay in the program or be placed in an alternative school that operates as a regular, on-going alternative educational school.

2. AS AN OPTIONAL EDUCATIONAL SETTING

Although many of the techniques and approaches used by alternative schools have been found useful as strategies to avoid exclusion of students, they were not originally designed for that purpose. As primarily conceived, and in fact as generally used, alternative education programs provide an opportunity for students who so choose or who are not benefiting educationally from the regular academic structure to attend an alternative school which might more closely fit that student's learning style. These schools generally have a lower student teacher ratio and attempt to use a wide variety of learning mechanisms and situations in addition to the academic model used in more traditional schools. Unlike their disciplinary counterparts discussed in the previous subsection, optional schools do not seek to prepare their students to return to the regular school setting. They simply provide students and parents with an option as to which teaching style is more suitable for their present needs and future intentions.

However, even in this context optional education programs can be of significant value as a method of preventing problems of violence and vandalism by offering a more suitable educational model for students who find the traditional approach to learning unrewarding and frustrating. As a study on safety in the New York City Schools pointed out,

Students assigned to History and English classes who are incapable of reading the texts, students who feel anonymous among their 4,000 or more fellows, and students who can see no useful purpose in the courses in which they are enrolled, are likely to cut classes or drop out. And it is these nonattendeess who represent a major source of school incidents. Thus school unrest has roots that go back long before the disruption occurs and any efforts to provide safety must encompass this reality. Innumerable studies and experiments have demonstrated that students who cannot or will not learn by traditional methods of teaching can be reached through one or more of the several innovative approaches that have been tried.⁷

⁷ "A Safer Environment for Learning," A Report by the Panel on School Safety of the New York Board of Education, New York, N.Y., 1972, p. 20.

By providing a more personal, and meaningful learning environment for the disaffected student these programs can help to avoid the alienation and frustration so often found at the root of many educational problems including violence and vandalism. Rather than imposing one learning style on a multitude of students with a wide variety of different abilities and desires the optional alternative school provides students and parents with a choice as to what best fits their needs.

While most optional schools have certain basic elements in common there are numerous models in operation which differ in degree from the traditional schools. Some of the more common ones are:

Schools Without Walls.—They involve extensive use of the community as a learning experience. Rather than simply reading about the function of the Court and Police systems in a classroom for example, students would be taken to the Courthouse or police station in order to actually observe these functions first hand.

Learning Centers.—These include the magnet school or educational parks concept. Students spend part of their day in a regular school pursuing academic programs and part of the day at a Learning Center which provides a mixture of academic, technical and vocational education.

Continuation Centers.—These schools provide instruction and counseling for students whose regular education is no longer being pursued. They would include street academies, drop-out centers as well as evening and adult high schools.

Schools Within Schools.—As a response to the alienation within large student bodies, some schools have developed smaller educational units located within a larger structure. These units generally provide a lower student-teacher ratio but still are able to avail themselves of the facilities of a large school.

It should be emphasized that optional alternative schools are not meant to be unstructured playgrounds for students who don't like serious school work. They should be learning experiences which, while somewhat less formalized than the academic model, are no less serious about their function. Since the students and parents often participate in the design and implementation of the specific activities and goals, they are expected to assume a greater identification with and responsibility for the program. Even this function can be a learning experience for youngsters. Essentially an optional alternative educational setting is not meant to be "easier" than a traditional school, but rather seeks to be more personal and thereby develop a healthier learning atmosphere and reduce alienation and frustration. As one study of these schools notes:

Whenever we talk with students or teachers, from optional schools, they assure us that their school is more "humane" than the conventional schools they were in previously. At least part of this feeling is a response to the smaller size of the optional school. At the secondary level many of these students and teachers have come from high schools or junior high schools that enrolled over 1,000 students. Inhumaneness may be directly related to size. Certainly a school for 6,000 must have more rules and bureaucratic constraints than a school for 60. In many optional schools students and teachers know the names of every student and every staff member. Whether it is humaneness or choice, directors of optional alternative schools frequently report less truancy, less vandalism, fewer discipline problems and less absenteeism.*

*"Optional Alternative Public Schools," Vernon Smith, Daniel Burke and Robert D. Barr, Phi Delta Kappa Educational Foundation, Bloomington, Ind., 1974, p. 14.

The Philadelphia Public School system has found these optional programs so successful in providing educational diversity, and as a strategy for confronting rising problems of violence and vandalism, that the system has recently expanded its efforts in this area to include 120 alternative schools serving almost 10,000 youngsters. While these schools offer a variety of different educational models the following concepts are deemed fundamental to all of the city's alternative efforts:

1. More individualized curriculum.
2. Flexibility—to focus on student interest, encourage individualization and to grant credit based on competence and demonstrated experience.
3. A variety of school and community resources to be available for learning experiences including exposure to others classes and educational institutions, commercial establishments, civic and cultural events and organizations and to interact with people with whom students would not ordinarily come in contact.
4. The use of a variety of media to encourage student activities.
5. More personalized interaction—providing informal peer and teacher counseling and referral.
6. The students share in the responsibility and definition of educational goals.⁹

Mr. Oswald Giulii of the Philadelphia School System described one school that has succeeded in putting these principles into effect:

And, if I may, for a minute, discuss just one of these alternative programs that I have not heard today: one that we are extremely happy about and proud of in Philadelphia, called the Academy Program. It really is a combination of the youth accomplishment model in the senior high schools. We do this with the help of the business community. The business community comes in and says, we would like to have an automotive shop in this school, can we pull it off? They help us with some of the funds, they give us the expertise of setting up the program and they also set up a shop. The kids who are in the shop get paid when they attend and are not paid when they do not attend—as if they were in industry. They make a product which brings profits for the shop and the school, and if a student needs help in reading, for instance, he leaves the shop and goes to a reading teacher. If he cannot write the list of the tools that he needs for the day, he goes to the English teacher to work on that and then he comes back to the shop.¹⁰

The Subcommittee has found that alternative programs, established as either a disciplinary alternative to suspension for students whose intention is to return to the regular school or as a permanent optional learning style for students who are not benefiting from the traditional school setting, can help avoid or reduce problems of violence and vandalism. Obviously because of the effort to provide lower teacher-student ratios and more comprehensive involvement with the students, they are more expensive than a traditional school. However since schools are already spending close to \$600 million per year on repairing, replacing and securing educational equipment and buildings it would in the long run be a cost effective strategy to institute programs that help prevent and avoid such damage.

More important than the dollar savings, however, is the reduction in the level of fear in schools that can be accomplished by such programs as well as the number of alienated youngsters that can be di-

⁹ Alternative Programs in the Philadelphia Public Schools. See Hearings, Models, p. 960.

¹⁰ Hearings, Giulii, Mr. Oswald, p. 127.

verted from a life that too often leads to involvement with the Juvenile or Criminal Justice Systems. One student told the Subcommittee how his involvement with an alternative school program helped to turn him away from what has become the dead end route for so many disaffected youngsters,

ROBERT. The people that want to drop out, they have been getting high, they are just sick of school that is why they got this Operations Impact—to stop it, to help you sit down and be taught. If you don't get the education, you might never ever make it. Impact is there. They wanted to help them.

Senator BAYH. Does it work?

ROBERT. Yes.

Senator BAYH. Do you have a different understanding of what you ought to do now, than before you went to this Operation Impact?

ROBERT. It has changed a lot.

Senator BAYH. What are you planning to do when you become older?

ROBERT. I am going to be a lawyer.¹¹

It is obvious that if programs such as this and other alternative educational settings can take frustrated students on the verge of dropping out of school, and give them an educational experience that restores their confidence to pursue and succeed in their schooling, they are well worth the money and effort which they require.

¹¹ Hearings, Robert (Student), p. 272.

B. ADDITIONAL DISCIPLINARY TECHNIQUES AND STUDENT COUNSELING STRATEGIES

As a partial response to the disciplinary problems of schools, educators have begun to search for additional techniques to handle the ordinary disciplinary problems that occur in schools on a regular basis, but which if not disposed of firmly and effectively can lead to more serious problems. Usually offenses such as smoking in the rest room or arriving late for the next class obviously do not involve violations serious enough for a student to be referred to an alternative program for intensive counseling or academic assistance, but they may warrant some attention by disciplinary authorities depending upon the regularity or severity of their occurrence. In such situations teachers and principals should have available to them the capacity to impose not only the standard disciplinary practices of staying after school or performing extra assignments but as many additional techniques as possible that have been found to be effective in handling ordinary disciplinary problems.

One of the innovative practices which appears to be effective in confronting these kinds of violations is the behavior contract. This involves the signing of a form contract between the student and the administrator by which the student agrees to cease violating certain specific rules of the school, an interim punishment might be imposed, and an agreement is reached on the more severe consequences that would follow any continued violations.

The "contract", of course, is not legally binding but it is helpful in registering a warning with the student concerning a specific aspect of his or her conduct and in solemnizing an agreement to reform that behavior. Moreover the process of discussing and completing the contract presents a constructive vehicle for a joint examination of the violation by the student and disciplinarian rather than the one-sided lecture so often employed and so readily forgotten by the rule violator.

The contract procedure usually takes no longer than an ordinary disciplinary lecture and can be simplified by having prepared forms available in which appropriate spaces are filled in to conform to individual situations. A typical contract form might be as follows:

1. *Name*.—Student's name.
2. *Violation*.—Short description of the conduct which violates school policies.
3. *Punishment*.—A description of any punishments now in effect for the violations.
4. *Agreements*.—The agreement not to repeat the conduct along with a description of the additional punishments to be imposed in the event of any further violations. This section might also include a schedule for the removal of already imposed restrictions if there are no further violations.
5. *Promissary Statements and Signatures*.—Both administrator and student, as well as any other parties such as parents or teacher, should sign the instrument under a statement that they agree to abide by the terms of the agreement.

Behavior contracts will obviously not be effective with every student and in large schools with a multi-thousand population they may be impractical to use. They do, however, provide an additional disciplinary technique that has been successfully applied.

Some schools have found a measure of success by setting aside certain space in the building as a "cool off" room where youngsters committing violations can be sent for a short stay. In certain "cool off" rooms a student is merely required to do assignments before returning to his or her regular class schedule, but it appears that the concept holds a greater promise of success if the room includes the services of a trained counselor who can briefly discuss the problems with the student. The object of this approach is to return the student to his or her regular class assignments as soon as possible, usually within the same day. If the violations persist then more stringent disciplinary steps should be employed since a "cool off" room will lose its effectiveness if it is repeatedly used by the same students.

The professional and paraprofessional counseling of students is an integral element of many of the different strategies discussed in this section, including alternative and community education concepts. It is helpful, however, to reemphasize its importance in the prevention and remediation of many of the problems associated with school violence and vandalism. The 41,800 member American Personnel and Guidance Association appointed a special Task Force on Juvenile Delinquency and School Vandalism and submitted a report of its study and recommendations to the Subcommittee.

The APGA Task Force found that the availability of counseling services in schools could be a significant factor in identifying and treating academic, social or behavioral problems. Many counseling strategies are also useful in reducing group tensions and working toward solutions to problems which divide and antagonize groups within a school. Counselors can also provide a valuable service by serving as resource persons for teachers in the school and as a coordinator for other social agencies. The APGA Report stated:

We believe that early and continuing counseling services are imperative for the unimpeded growth and development of young persons in our society. They serve to integrate and facilitate the use of school and community resources for the educational and personal benefit of each youth and have been demonstrably effective in reducing the student alienation which so often leads to disruptive behavior. We believe that school and community personnel should be encouraged to work together to establish programs and services of both preventive and remedial character. Such programs and services can include greater use of educational personnel (including counselors, teachers and others) extended use of school facilities, community activities, work experience opportunities for young people and human relations training for significant adults (parents, security personnel and staff) in the lives of young people of school age.

Therefore we recommend that provision for adequate professional counseling services be a part of any educational program involving direct youth activities, whether through school or community agencies.¹²

One of the counseling models recommended to the Subcommittee by the APGA Task Force Report is the peer group technique which was found to be particularly helpful in averting group and personal problems from developing into violent confrontations. These small student-led and counselor assisted discussion groups can meet to discuss issues such as student rights, responsibilities, self-discipline, self-esteem or the role of the individual student in the school community. Such peer group counseling techniques can be used either as a regular part of the school schedule in which groups of 12 to 15 students meet to discuss

¹² "Report of American Personnel and Guidance Association Task Force on Juvenile Delinquency," submitted as attachment to letter of Feb. 18, 1976 from Charles L. Lewis, Executive VP and Patrick J. McDonough, Assistant to the Executive VP, to Senator Birch Bayh.

personal or school concerns or it can be used as a referral for students involved in violations of school rules. Groups can also meet after school or on weekends for a period of time to talk out problems with their peers and a trained counselor. This peer group approach to counseling and student concerns helps to develop a sense of self-reliance among students and teaches them to appreciate their responsibilities to, and effect upon, other people. Moreover, the discussion of specific ethical situations is instructive in problem solving techniques.

A typical peer group session of students and counselors might follow the following format:

- (a) Each student gives a short description of the problem or concern he or she might wish to discuss.
- (b) The group decides which issue it wishes to focus on.
- (c) Discussion of the problem and suggestions for solution.
- (d) Summary by group counselor.

A study of the use of a peer group counseling program in one Illinois school district found that 64 percent of the students felt the availability of the program had reduced violence in the school and 70 percent felt it had made them a more responsible person.¹³

It should be understood that none of the counseling or disciplinary strategies discussed above are intended to eradicate or replace the more traditional disciplinary techniques currently used in schools. They may be helpful, however, as additional available options that can be used by schools to confront disciplinary problems with more positive and constructive strategies.

C. PARENTAL AND STUDENT INVOLVEMENT

Throughout the Subcommittee's investigation the importance of student and parental involvement was repeatedly emphasized as one of the most essential elements in the solution of these problems. If a school can achieve the support of its students and parents in efforts to reduce violence and vandalism it will have succeeded in laying a solid foundation for an improved situation. It is apparent that administrators and teachers alone cannot hope to successfully solve these multifaceted problems without help from other elements of the school community.

As the President of the National Council of Parents and Teachers, Mrs. Walter Kimmel, observed:

We believe this is not a school problem alone. It is a reflection in part of the home and the community in which the child lives. We believe that parents must be involved in the analysis of the problem and the search for solutions.¹⁴

The active participation of parents in confronting the problems of violence and vandalism in schools, as well as the numerous additional issues confronting contemporary education, is a primary asset in a coordinated approach to their solution. Parents represent an incredibly diverse resource of knowledge, commitment and expertise which schools should use to the maximum extent possible. The mere fact that parents have a renewed interest and are involved in the school is a significant step in the right direction. Nothing improves the atmosphere in a school, and the overall morale of both teachers and

¹³ "School-Based Delinquency Prevention: The Rock Island Experience," by Frederick W. Howlett and Richard G. Boehm, Justice Systems, Inc., Austin, Tex., October 1975, pp. 39 and 41.

¹⁴ Hearings, Models, Kimmel, Mrs. Walter, p. 33.

students more than the realization that the adult community is concerned about, and involved in, the education of its children. Moreover being involved allows parents to become familiar with the teachers, students, administrators, counselors, custodians, and security personnel responsible for the daily operation of the school.

The cooperation, trust and commitment of these groups is the foundation of a safe school environment. Our public educational structures were not designed to exist as islands in the community with only students and teachers as inhabitants, and to the extent that schools have taken on this characteristic both the school and the community should work to encourage appropriate parental involvement.

Initially, parents must be informed of the seriousness of the problems of violence and vandalism in the schools their children attend. Obviously no school or parent considers any amount "acceptable" but the formulation of the most effective methods of confronting these problems requires an accurate assessment of them. It is important that parents not be presented, or be satisfied with, either overly generalized and optimistic appraisals by officials or highly exaggerated and vague rumors from innumerable unofficial sources. Mr. William Rioux of the National Committee of Citizens in Education emphasized the importance of parents having access to accurate information at the Subcommittee's September 17th hearing:

Parents have a right to be informed in detail by school personnel about the specifics of violence in schools. It is vital for parents to operate on fact or firsthand information rather than rumor. Parents have a responsibility, to take action to inform themselves through the conduct of carefully drawn surveys of neighbors about firsthand knowledge of violent behavior, thoughts about possible causes, and thoughts about possible solutions.¹⁵

With an accurate picture of the situation parents can then join with other members of the school community in planning steps to reduce these problems. By working and planning together the school community not only becomes more aware of the problems faced by the school, but also reaches decisions on courses of action based on a consensus of opinion.

Active roles should also be provided to parents and students in the execution as well as the planning of steps taken by the schools to insure pupil and teacher safety. In some schools parents have volunteered to serve with teachers and students on antitruncancy committees that visit with a truánt youngster and the family to discuss the problem and work toward a solution.

In other schools parents volunteer part of their time to work as hall monitors, or assist teachers in alternative programs or act as supplementary supervisory personnel at extra curricular events. Parents are also a school's best resource of guest speakers for different classes and for contacts to develop work-study or apprenticeship programs within the community. It is important that parents not just be asked by the school to mind the store or help with the chores, but be actively involved in a meaningful way with the planning and execution of programs.

In the same way schools should make every effort to encourage the involvement and participation of students in programs to reduce violence and vandalism. As one administrator noted, "Too often we

¹⁵ Hearings, Models, Rioux, Mr. William, p. 78.

forget that students are the primary victims of school crime and they want to help also."

Since students usually have a great awareness of the pathology of vandalism and violence in their own particular school they can often provide the most helpful suggestions on some practical ways the school might lessen the problems. One student told the subcommittee of his service on a student advisory committee at his school.

The committee, made up of volunteers from the student body, attempts to talk potential antagonists out of settling their differences with violence. In another district a variation of the same theme of student involvement is manifested through the Student Security Advisory Council which conducts workshops and small group discussions on the problems of violence and vandalism prevention. Mr. Peter Blauvelt of the Prince George's County, Maryland, School District explained some of the functions and precepts of the SSAC to the Subcommittee:

We have the Student Security Advisory Council in about 15 secondary schools right now. The whole concept is based on the fact that during the day kids are the victims of crime. Nobody was paying much attention to them as far as asking them how we might prevent this from happening. At one school we invited anyone who had ever been the victim of a crime to attend an assembly and 300 kids showed up. They talked about what their problems were. At that time they identified theft from automobiles as being one of their biggest problems. A program was set up by the students and with the approval of the principal whereby students patrolled the parking lot on a rotating basis. This approach proved so successful that larcenies from automobiles were reduced from approximately 30 incidents a month to zero. The success of this program rests in how students are selected. I am a real stickler on this. It has to be voluntary. It cannot be the principal appointing his favorite kids to it, or a teacher doing it, or by popular vote. When this occurs, the students are viewed as an extension of the administration and the program is not effective.

The basic concept behind the program is that there are a number of students in any given school who want to become involved in changing their school for the better. So often kids are excluded from doing this because they don't fit the mold schools have established. In order to participate a student has to be chosen or elected to fill a certain position. We wanted a program where anyone who wanted to participate was welcome. The only restriction placed on members are the restrictions they, as a group, impose. Of course this approach requires a principal who is flexible enough to allow this degree of involvement. Without the principal and the majority of teachers supporting this program, a school is better off without it.

Senator BAYH. You haven't had a problem where a number of kids look on those who are in the security council as part of the school administration?

Mr. BLAUVELT. Only when the school went ahead and appointed kids to it. Then the kids were identified as being an extension of the administration. When you open it to volunteers then anyone can join. If some kid gets hassled about being on the SSAC he can turn to the guy that is hassling him and say, if you want to join, come on. For that reason there is no stigma attached in belonging to the SSAC.¹⁶

The Subcommittee has been told in meetings with some administrators and teachers that while the concept of parental involvement is certainly worthwhile as a method of reducing violence, vandalism and attendant school problems it is a difficult goal to achieve since some parents have no motivation to become involved in school problems. On the other hand some parents complain that they feel unwelcome at schools and are therefore hesitant to offer their services. Obviously there are both schools and parents who fit these descriptions, but it would be a sad commentary on both American education and family responsibility if such views represented the majority viewpoint.

¹⁶ Hearings, Blauvelt, Mr. Peter, p. 33.

Both schools and parents must make every effort to become involved in programs to reduce violence and vandalism. If administrators find it difficult to recruit parents they can perhaps conduct an open house or a tour of the school on weekends. Principals and teachers can seek to meet with groups of parents outside the school to discuss issues of school safety. One teacher told the Subcommittee of such a request made by the teachers in her district which resulted in over 600 parents attending an evening meeting on the problems of school violence and vandalism. Conversely parent groups can also seek meetings and discussions with administrators and teachers on these issues and offer their assistance in efforts to solve them.

Whatever specific steps are to be taken to achieve this cooperation, however, the Subcommittee feels it is important that the educational community eliminate the situation highlighted by a young high school student who during his testimony to the Subcommittee observed that parents could help a great deal, but that while elementary school PTA meetings were well attended, his high school parent meetings seldom attracted more than a dozen people. He concluded that by the time he and his peers had reached high school too many people had just given up and the loss of interest contributed to the school's problems.

D. COMMUNITY EDUCATION

When the community education movement began some 40 years ago it was not primarily intended to operate as a strategy to control violence and vandalism in schools. The original concept was based on the realization that school buildings are left unused a great portion of the time and that, with proper planning, they could provide a center for a wide variety of social, cultural and educational programs which would greatly expand both the active use of the building and its service to the surrounding community.

Today there are over a thousand community education programs in operation across the country and there are indications that, in addition to the other educational and social benefits that might flow from community schools, a well planned program can help to prevent violence and vandalism. Since much of the damage inflicted upon schools by vandalism occurs at times when the structures are not occupied the increased use of the building can help reduce the opportunities for such activity. When school buildings stand virtually empty for hours, days and even months at a time they present an inviting target for potential vandals. The presence of people in the structure at night or on weekends and the increased access to the facilities removes the motive for much of the vandalism that occurs and at the same time provides a deterrent to such activities. In a letter to the subcommittee Mr. Kenneth Nochimson, Director of the New York City Youth Board observed:

Vandalism in schools often occurs on evening, nights and weekends when the facilities are closed and unguarded. The holes in fences are often the result of frustrated children trying to get in to utilize those closed facilities. One very sensible way to reduce vandalism is to insure that school facilities are operating on a full time basis for the use by the entire community.¹⁷

It should be emphasized, however, that a workable community school program cannot be developed merely by making the school

¹⁷ Letter of June 24, 1975, from Mr. Kenneth G. Nochimson, Director of the New York City Youth Board to Senator Birch Bayh.

available for use after regular school hours. In fact, if a school is merely left open without regard for the supervision necessitated by its increased use it is quite likely that vandalism costs will increase rather than decrease. It would be unwise, for example, to encourage after hours use of the school gymnasium without making provisions for adequate supervision, or to promote the use of the school nurse's office as a round the clock neighborhood health clinic without prohibiting access to other unused parts of the building.

With adequate preparation, however, the extended use of the school building contemplated by community education concepts can be an effective strategy to reduce vandalism. Some indications of its usefulness in confronting this problem can be gleaned from the preliminary results of a study provided to the Subcommittee by the Office of Community Education Research at the University of Michigan. The study concluded in part:

While final results are not yet available, a study of vandalism in thirteen school districts which included Atlanta, Georgia, Flint, Michigan, and several smaller communities in Colorado, Illinois, Michigan, Missouri, North Carolina, Ohio, South Carolina, and Utah indicates that both the number of incidents and cost of vandalism decrease with the implementation of Community Education. Drops in vandalism of over 50% were not uncommon in the 13 communities studied; this in spite of the fact that in some of the communities studied, the community school programs were housed in buildings with the greatest vandalism problems.²⁸

There are indications that programs grounded in community school concepts may also help to reduce violence by providing schools with a more positive and active role in community affairs and the solution of student problems. The integration of a variety of social and recreational services within the school allows the school to become involved in a wider spectrum of community activity and also encourages more extensive parental and student involvement.

One program which incorporates many of the concepts of community education is the Tech 300 program originally begun at Arsenal Tech High School in Indianapolis, but since extended to several other schools in that and other cities. The essence of Tech 300 is a coordinated management approach to the delivery of a variety of services to young people. Tech 300 integrates the educational program traditionally provided by schools with many social services that otherwise would be scattered throughout the city and the local governmental structure. Drug abuse education, health counseling, probation and a variety of other programs are all made available to students at the same location and through a coordinated structure. The result is an educational center that is more responsive to the student's needs and more effective at meeting them.

The Tech 300 model has its own educational unit separated from the remainder of the student body at the high school. There is an enrollment of approximately 300 students as well as 12 teachers and 32 supporting staff. A preliminary evaluation of the approaches used by the Tech 300 program has found that participating students had improved both their academic and attendance records and had a more positive feeling for the school they were attending.

²⁸ "Interim Report on School Vandalism Studies," submitted as attachment to letter of February 19, 1976 from Dr. Marilyn J. King, Associate Director for the Office of Community Education Research to Mr. Kevin Foley, Assistant Counsel, Subcommittee to Investigate Juvenile Delinquency.

Another program based on community education concepts is the Yerba Buena High School Interagency Team in San José, California. Before the program started at Yerba Buena, approximately 3 years ago, the high school like many others was experiencing increasingly serious problems of violence and vandalism. In the most recent year, however, Mr. Gerald Mullins, the Project Director, reported to subcommittee staff that such problems had been almost entirely eliminated. Moreover the school enjoys excellent relations with, and the cooperation of, the community it serves. It has also earned greater respect and loyalty from its student body. Average grades and attendance have improved and the number of disciplinary referrals have decreased.

The approach used by the Program, similar to the Tech 300 philosophy, revolves around the belief that services such as schools, police, probation, and social agencies operate in separate worlds with only the most superficial and uncoordinated contacts among them. The Interagency Team approach attempts to make each individual school the central base of operation for these services and to coordinate their delivery to the student and family.

Major social agencies in the community each supply a professional to work within the school in a team effort to coordinate the services to the neighborhood and the students. In effect, therefore, the school is turned into a 24 hour a day full service center. This not only succeeds in improving such services for students and their families but also makes the school building the most active and important public asset of the neighborhood.

The Yerba Buena model also allows for a coordinated approach to the problems of the individual student. If a student, through increasing instances of disruption or truancy, shows signs of possible serious problems in the future a "crisis counselor" will devise a program of assistance for the youngster with the help of participating agencies. The fact that so many agencies have resources already available at the school is a large factor in making such individual attention possible. The number and relationships of the components of the Interagency Team can best be illustrated by the use of the chart on page 66.

CRISIS TEAM AND RESPONSIBILITIES

CRISIS COUNSELOR

601 Diversion
(Police Officers)

Social
Worker

Psychiatrist

Parent & Teacher
Training Specialist

Home-School
Liaison Consultants

School
Psychologist

STUDENT

1. Make early identifications of crisis-prone students.
2. Conduct group counseling sessions.
3. Identify specific students.
4. Use community supports to fill those needs.

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FAMILY

1. Communicate with families of crisis-prone students through home visitations and group counseling sessions.
2. Identify family needs.
3. Use community supports to fill needs.

TEACHER

1. Provide a teacher in-service program to:
 - a. Increase teacher understanding of the crisis-prone student and the environment he comes from.
 - b. Develop intelligent procedures for dealing with crisis-prone students.

AGENCIES

1. Continuous identification of supports that agencies and other organizations can give to the program.
2. Monthly meetings with the agencies for purpose of tighter school-community bond.

Both the Yerba Buena and Tech 300 models are based on a coordinated presentation of services and the increased use of counseling to confront social and educational problems in the schools before they escalate into problems of violence and vandalism. The importance of counseling in this task, and one method of its use in the community school model, was pointed out to the Subcommittee in a letter from Mr. Don O'Neill, President of the National Association of School Counselors:

The schools and community must be willing to work together to develop a system of contacts that will allow 24 hour family and individual crisis counseling help to young people and their parents. This could take the form of Hot Lines or Crisis Centers that have phones and walk in centers manned by trained people 16 years of age and over—professional and lay.¹⁹

Obviously there are numerous kinds of programs that could be considered community oriented in their approach, and they naturally differ widely in the degree to which they foster community participation and service coordination. After-school recreation programs, adult evening classes and the coordinated interagency team concept all hope to foster better community services, improve community relations and thereby seek to address some of the underlying factors that contribute to violence and vandalism. In areas around the country well planned community education programs are changing schools from under utilized targets of opportunity into full service educational and social centers with reduced problems of violence and vandalism. In order to succeed however these programs should follow certain basic guidelines. Mr. Larry Decker of the Mid Atlantic Center for Community Education at the University of Virginia has provided the Subcommittee with the following general suggestions for a workable community education program.

- (1) School administrators, faculty, parents, students and social service administrators should have a clear understanding of the program and all parties should reach agreement on lines of communication and authority before the program begins.
- (2) The community should be encouraged to participate in the planning and implementation of the program.
- (3) Plans should include sufficient personnel to supervise and operate the program.
- (4) A trained community educator should be employed by the school system.
- (5) As many additional agencies as possible should be encouraged to participate in the program in some fashion.
- (6) The program should be a coordinated and comprehensive delivery system for educational, recreational, social and cultural services for all people in the community.

E. CURRICULUM REFORM

Another strategy which can be useful in addressing some of the underlying causes of violence and vandalism in schools is the introduction of new courses and new methods of study into the regular curric-

¹⁹ Letter of July 16, 1975, from Mr. Don O'Neill, President of the National Association of School Counselors to Senator Birch Bayh.

ulum. While some of these reforms might necessitate the expenditure of funds for additional equipment or professional personnel, others can be accomplished through the cooperation of existing agencies or organizations with the school.

The discussion of these suggestions will be divided along the lines of some general curricula adjustments as well as two specific courses some educators believe can be particularly helpful in addressing problems of violence and vandalism.

1. GENERAL DIRECTIONS

During the subcommittee's study it was repeatedly pointed out that the curriculum in many schools has become almost exclusively lecture oriented. Teachers complained of not being able to capture student interest or meet the needs of students, while students spoke of boredom and frustration with school work as a contributing factor to truancy as well as violence and vandalism. Some educators have suggested these problems might be addressed by the injection of some new learning techniques into traditional curricula settings. For example, Dr. Kiernan of the National Association of Secondary School Principals told the subcommittee:

On the question of curriculum reform, we are doing a lot more today on what we call action learning, getting these young people under responsible supervision, not roaming the streets aimlessly but under supervision to work in service opportunities in the community. They might work with physicians, lawyers, accountants, architects; assist in tutoring, to work as the candystripers have been doing for many years in our hospitals—but to be given credit for this sort of experience out in the community. In Mr. Shanker's home city, we have the executive internship program which presumably has been very successful in getting these people out of the classroom and giving them some feel for society itself. We think this approach would help in at least diminishing the opportunities for the number of cases involving violence and vandalism.²⁰

This kind of career oriented approach to education gives young people an opportunity to engage in productive work experiences with adult institutions that span age and ethnic background. With the injections of work experience into the curricula schools can become less culturally segregated and students can begin to put their lessons to productive uses earlier.

The opening up of curricula need not be limited to placement programs with outside businesses or agencies. Increased attention to art and music programs in the schools presents many students with an opportunity to express themselves positively as well as an opportunity to succeed.

Other schools are opening the curricula somewhat by providing training and courses in practical facets of adult life previously ignored by public education. Instruction in balancing check books, comparative shopping, applying for a job and numerous other skills required of adults in our society provides students with both essential competencies and a learning experience presented in the most relevant of terms. In some schools lectures are offered on the responsibilities of

²⁰ Hearings, Kiernan, Dr. Owen, p. 42.

parenthood and family life. As the California School Boards Association noted in a letter to the Subcommittee:

No where in our society do people receive training for their most important function in life—that of rearing children. The only background in parenting mothers and fathers have is the way they were treated when they were children. This, good or bad, is what they bring to their rearing of children. We believe parent education programs in the schools are essential, not only for students, but for the parents of the children now in the schools.²¹

In one West Coast city a school has developed a program in which local parents can leave their children for a short period of time at the high school where students and supervisors in a parenting class will care for them. Thus the parents of the community are provided with an orderly, well supervised day care facility and the students are afforded an opportunity to learn about some of the more practical aspects of child rearing.

It should be emphasized that curriculum reform is not analogous to making school courses "easier." On the contrary it merely provides another, and sometimes more effective, vehicle for teaching students. Not every lesson is best taught through the traditional lecture method in the classroom. Albert Shanker, President of the American Federation of Teachers, made the following observation to the subcommittee about his experience in this regard,

In addition to spending many, many years as a teacher, I was before that period of time for many years a volunteer leader in the Boy Scouts. I remember working with quite a few scouts who, let us say, did not learn, could not understand what an angle was or degrees meant. But, out on a hike doing something with mapmaking in a totally different setting, something that they could not learn in 6 hours in the classroom: they picked up in 10 minutes. In that totally different atmosphere they were highly motivated, the instruction was much more individualized and in part much of the knowledge and skills were developed into a routine for advancement. In New York City as well as the rest of the country, schools have relationships with various industrial concerns. Students who would sit and rebel and could not get anything in the classroom will spend 2 or 3 days a week working with a particular industry and all of a sudden will acquire an interest and start learning those things.²²

One of the more controversial issues in curriculum reform concerns drug education courses in schools. Obviously many of the programs discussed in this section of the report could be considered antidrug abuse programs of one form or another. Students that are safer in their schools, more fulfilled in their work and more involved in the community are less likely to turn to drugs as an escape. Moreover while the purpose of drug education courses in schools is to provide factual information to students on the consequences of drug use, it must be recognized that there are a number of complex psychological and social factors that influence an individual's decision to use or not use drugs and the mere existence of course material on the subject will not insure that problems will be avoided. Other factors such as personal problems, family conflict, peer pressure or an impersonal environment may increase the probability of drug use and abuse among young people.

Nevertheless, some educators have suggested that drug courses in schools might assist in reducing the problem of youthful abuse, but

²¹ Letter of June 30, 1975, from Ms. Ruth Pritchard, Consultant, Minority Education and Student Needs Committee of the California School Boards Association to Senator Birch Bayh.

²² Hearings, Shanker, Mr. Albert, p. 81.

even this view has met with some skepticism. Others have warned that such courses will not succeed in reducing these problems and may even cause some harm by arousing curiosity about the use of drugs.

In view of the controversy surrounding these courses it is clear that any attempt to use them in schools should be well planned and presented by people who are well informed and conversant on the topic. Moreover such courses should not concentrate only on the abuse of "youth drugs" but should also include material on the abuse of alcohol.

The National Education Association makes the following important points about drug abuse education:

One of the greatest difficulties faced by educators is the use of instructional materials to inform students of the hazards of drug abuse. While these materials are prepared with good intentions, they often employ sensationalism or scare techniques, and reflect the bias of the adult population. Many of these "overkill" programs simply do not correspond to the actual experiences that students have when using drugs.

In formulating an effective drug abuse education program for the schools, the initial task is to educate the educators. When the students recognize that they are better informed than the teacher, they tend to "tune out" any discussion of drugs. It is important to provide students with accurate, unexaggerated facts about drugs. Distorted facts usually cause students to lose respect for the teacher, and create an atmosphere of suspicion and hypocrisy. The program should emphasize why people take drugs, rather than moralizing about the terrible repercussions from drug use.²³

One approach that helps insure a well informed and effective drug abuse education program is the proper training of school and community leaders who will participate in such efforts in their individual school districts. The Alcohol and Drug Education Program established by Congress through the Drug Abuse Education Act of 1974, and conducted by the U.S. Office of Education uses this method of fostering credible and effective programs in certain schools. Under this concept the Office of Education familiarizes small teams of 5 to 7 school and community leaders in a variety of materials and strategies for drug abuse prevention. Each team is encouraged to assess its own community's drug problem and the most appropriate local resources available for prevention. The team then solicits the most useful approaches and modifies them to fit local situations. Under this method, therefore, school staff, students and community leaders can acquire the kind of expertise necessary for an effective drug abuse program while at the same time retaining the flexibility to mold that knowledge to specific conditions. Additionally the Alcohol and Drug Education Program can provide schools with technical assistance to help the teams implement their program.

2. SPECIFIC COURSES

While the entire area of curriculum reform discussed above deserves attention by those concerned with violence and vandalism in our schools, there are two courses which have attracted particular attention in this area: Law related education and police-school liaison programs. Both of these courses generally attempt to acquaint students with the positive role the law plays in our society and the benefits of using its principles to settle disputes.

²³ "Project 1975: Educational Neglect," National Education Association, Washington, D.C., p. 116.

A model law related education course developed by the Constitutional Rights Foundation uses a series of lectures, research and discussion projects, as well as presentations by community resource persons and peer group teaching to acquaint students with the criminal and juvenile justice systems in their communities. Instruction and materials are also provided to students to give them a better understanding of the rationale, history and application of the Constitution and Bill of Rights in American life.²⁴

Courses such as this are helpful in clarifying both personal and social values for students and can assist in forming a deeper understanding of the responsibility of the individual in a society dependent upon law rather than violence as an arbitrator of disputes. Students become better acquainted with more positive methods and structures for settling differences among themselves and with administrators. Unfortunately many young people have little awareness of the existence of orderly procedures for settling disputes or the workings of our judicial system beyond the somewhat blunt lessons provided on our weekly detective and police shows.

A study by the Kansas Bar Association in 1970 and 1971 found that students in secondary schools had a generally negative attitude toward law and the people involved in the judicial system. A factor in the development of this attitude was found to be a significant amount of misinformation and misunderstanding about the law and its functions. In order to rectify this the Bar Association developed a Law in Education instruction manual for Kansas teachers to enable them to more adequately instruct students in this area.²⁵

At Indiana University the Center for Law Related Education has instituted an Administration of Justice Seminar which operates as a training program to instruct teachers from around the State in methods of conducting law related education courses. The Law School also maintains a speakers bureau of attorneys in different communities throughout the State who can speak to elementary and secondary classes on a variety of related legal topics. This system has enabled schools to institute law related courses with a minimal financial outlay. A letter from the Center to the subcommittee notes:

The purpose of the Administration of Justice Seminar is to explain legal concepts, the inquiry method of learning and the Court structure to teachers who can disseminate this information to their students by integrating law related education units into courses which they presently teach or by implementing new courses into the curriculum which focus on law related education.²⁶

A somewhat related program which has been helpful in reducing violence and vandalism in schools is the police-school liaison program. These programs usually entail the assignment of a specific police officer, or even several police officers, to a school, but their function is not primarily police or security work. Rather these officers serve as lecturers for law related courses, in school counselors for students, or as liaison and referral persons for other social agencies. They also may

²⁴ "Youth and the Administration of Justice: A Model Educational Program on Law and Citizenship for Schools," by Richard Weintraub, and Sandra Morley of the Constitutional Rights Foundation, Los Angeles, CA. A synopsis of this program can be found at page 550 of *Strategies Hearing*.

²⁵ "Law in Education: Instruction Manual for Kansas Teachers," Washburn University School of Law and Washburn University Department of Education, Topeka, Kansas, 1973.

²⁶ Letter from Ms. Mary Beth Ramey, Executive Director, Indiana Center for Law Related Education, Indianapolis Law School, to Senator Birch Bayh.

be helpful in arranging and administering apprenticeship programs and field trips for students with different agencies of local government.

Essentially the main thrusts of the program involves knowing the students, formulating relationships of trust and projecting a positive image of the police and other law enforcement agencies to young people. While liaison officers are not usually involved in security or disciplinary matters they do operate as a deterrent to large scale violence and other serious criminal activity. Moreover their relationship with young people often enables students to report extortion operations, drug activities, or other serious illegal conduct within the school quickly and with trust.

There are several points which should be stressed in planning a police-school liaison program. The first is that the lines of authority and responsibility among the police department, the school system, the school administration, the individual police officers and the teachers must be clearly planned and understood before the program is put into effect. Principals must be assured that they retain overall responsibility for discipline in the school, and police officers should not be expected to handle students who commit such ordinary offenses as talking in class or running in the halls. It should also be stressed that the police-school liaison officer is not primarily a security officer, although they may periodically perform similar functions.

Another important point is that the officers who participate in the program should be selected with a view to their ability to get along with and relate to young people. The intent of the program is not merely to have police officers stationed in the school but to foster relationships between the students and the officers as a means of preventing violence and vandalism.

A study of a pilot police-school liaison program in New York City found that counselors, teachers, students and parents all rated the program as very successful and the majority of principals involved noted that it had improved school security.²⁷ One teacher told the Subcommittee of a police-school liaison program in her school which in her opinion had reduced the crime rate "almost to zero."²⁸

F. CODES OF RIGHTS AND RESPONSIBILITIES

For the last 7 years the Gallup Poll of public attitudes toward education has determined discipline to be the foremost problem confronting our schools in the opinion of the American people. Despite the public concern displayed over this issue and its importance to education, numerous schools continue to settle serious questions surrounding discipline on a poorly planned and unstructured basis. As was pointed out in the section of this report concerning the nature of violence and vandalism many members of the educational community including students, staff and parents would benefit from more specific information and guidelines concerning their legal rights and responsibilities within the school setting. The neglect of such important issues can lead to a variety of attitudes and situations that greatly contribute to a school's problems.

²⁷ "The Police-School Liaison Program In the New York City Public Schools," Board of Education and Police Dept. of the City of New York, June 1973, p. 26.

²⁸ Hearings, Gutter, June 17, 1975, p. 260.

One of the strategies that can be most helpful in improving both the understanding and implementation of disciplinary policies in schools is the use of clearly written codes of rights and responsibilities. There are those who claim, however, that the implementation of such codes represents a reckless extension of student "rights" when schools are suffering from chronic and at times severe lack of discipline. It should be understood that the reason for such codes is not grounded in an attempt to either extend or diminish the rights of any members of the school community, but rather represents a method of rationalizing a system that too often is left in a confused state where important and complex decisions are made under extreme pressures. A written code is simply a recognition that school boards, teachers, administrators, parents and students all need to know and better understand their rights and responsibilities within the educational community.

Two recent United States Supreme Court decisions concerning school suspension policies have underscored the need for a better understanding of these issues. In the first case, *Goss v. Lopez*, the Court held that students who face short suspensions must be provided with a rudimentary hearing prior to the imposition of the punishment. As the Court explained, the "hearing" itself need involve nothing more than what any fair minded disciplinarian would most likely do in similar circumstances.

In the great majority of cases the disciplinarian may informally discuss the alleged misconduct with the student minutes after it has occurred. We hold only that, in being given an opportunity to explain his version of the facts at this discussion the student first be told what he is accused of doing and what the basis of the accusation is.²⁰

Despite some reaction to the contrary the Court's decision in *Goss* does not impose a difficult or burdensome procedure prior to the imposition of a suspension. It can in fact be summarized in two steps:

- (1) Either orally or in writing inform the student what he or she is accused of doing and the basis of the accusation.
- (2) Give the student an opportunity to present his or her side of the story if the accusation is denied.

Obviously such minimal procedural safeguards are already followed in numerous schools across the country and can be implemented with virtually no adverse effects upon the overall disciplinary function. Telling a student why he or she is being suspended and listening to an explanation if one is offered is simply a matter of fundamental fairness. Because of some misunderstandings over the nature of the Court's holding, however, the reaction to the decision on the part of some educators was somewhat extreme. In general once the actual minimum requirements of the case are understood most members of the educational community are supportive of this approach to suspension procedures. This underscores the need for a systematic procedure for the dissemination of such important information to students, teachers, parents and educators so they will not have to rely on rumors and hearsay to determine their rights and responsibilities.

The second Supreme Court decision provides further incentive for developing an awareness of these issues. In its *Wood v. Strickland* opinion the court held that under certain circumstances a school board

²⁰ *Goss v. Lopez* (1975), 95 S. Ct. 729 at 740. The full opinion of the Supreme Court in this case can be found at Hearings, Models, p. 602.

member could be held liable for monetary damages or the violation of a student's clearly defined Constitutional rights when imposing a disciplinary sanction on the student. The Court noted that an awareness of the rights and responsibilities of students was an important qualification of a board member's position. As the Court stated:

A school board member, who has voluntarily undertaken the task of supervising the operation of the school and the activities of the students, must be held to a standard of conduct based not only on permissible intentions, but also on knowledge of the basic, unquestioned Constitutional rights of his charges.

Therefore, in the specific context of school discipline, we hold that a school board member is not immune from liability for damages under § 1983 if he knew or reasonably should have known that the action he took within his sphere of official responsibility would violate the constitutional rights of the student affected, or if he took the action with the malicious intention to cause a deprivation of Constitutional rights or other injury to the student.³⁰

It is not apparent from the Court's opinion whether or not this potential liability extends to other staff members in addition to school board officials, but it is clear that the Court requires at least those officials to meet a certain standard of awareness concerning the constitutionally protected rights of students. The failure to impose disciplinary standards consistent with these requirements could very well result in money judgments against school officials.

Although both the *Goss* and *Wood* cases were concerned with suspension from school the range and type of disciplinary matters which a school must confront each day are obviously more numerous. A written code can be particularly helpful in clearly setting forth a school's policies in these areas also. Questions concerning issues such as locker and personal searches of students, the use of school facilities for student meetings, marriage and parenthood, use of tobacco, dress requirements, distribution of literature by students or outsiders, corporal punishment, and attendance occur on a daily basis and can be more easily and fairly handled if there is a clear, fully considered and well publicized policy concerning them.

In addition to disciplinary matters there are other facets of school life which may benefit from more detailed planning than is currently practiced in some schools. For example, schools have traditionally been charged with at least some responsibility for supervising the physical safety of students while they are in school. This responsibility has in fact been recognized as legally binding by some courts. As Justice Roger O. DeBruhl of the Indiana Supreme Court pointed out in an opinion:

It should be emphasized here, however, that schools are not intended to be insurers of the safety of their pupils, nor are they strictly liable for any injuries that might occur to them. The duty imposed by this legal relationship is a practical recognition by the law that school officials are required to exercise due care in the supervision of their pupils; that while they are neither an insurer of safety nor are they immune from liability.³¹

In some schools, however, instructions concerning the various responsibilities of the school staff in this regard are somewhat vague and haphazard. A code could help in clearly delineating some of these non-disciplinary but no less important items of school policy.

³⁰ *Wood v. Strickland* (1975), 95 S. Ct. 992 at 1000. The full opinion of the Supreme Court in this case can be found at *Strategies*, page 623.

³¹ *Miller v. Griesel* (1974), 308 N.E. 2d 701.

The task of drawing up a code of rights and responsibilities represents an excellent opportunity for the inclusion of students, teachers, parents and administrators in an important policy making as well as learning process. As Mr. Robert Phay of the Institute of Government observed to the subcommittee:

Another reason for these codes, both board adopted district codes and individual school building codes is the opportunity to involve students and teachers in developing the code. The involvement of students will help communicate to them that their support and assistance is needed to make school a worthwhile experience. If students help develop these school codes, they will see better that they are the primary beneficiary of an orderly school operation and that they, as members of the school community, have a responsibility and interest in promoting a good learning environment.³³

A recent study by James McPartland and Edward McDill of the Center for Social Organizations of School at Johns Hopkins University lends support for these observations. Their study found that student access to the policy and decision making processes often increases student commitment to the school and can reduce student offenses against both the staff members and the school itself.³⁴

The study and discussion of rights and responsibilities among members of the educational community that becomes an integral part of the code making process can also help in developing more firmly reasoned and balanced rules, regulations and sanctions in schools. As Mr. Alan Levine of the American Civil Liberties Student Rights Project pointed out to the subcommittee, some schools expend considerable amounts of time, effort, manpower and goodwill in attempting to enforce rigid and at times extreme restrictions on hair length, student press, dress styles and other areas of daily student life. It has been estimated, for example, that by 1974 there had been over 150 officially reported court decisions solely concerning male hair styles in school.³⁵ A study of high school policies concerning student newspapers found that some officials make determinations as to which articles can be displayed in student newspapers chiefly on the basis of the content of the article and its critical or laudatory attitude toward the officials.³⁶

While certain standards for even these kinds of activities are necessary to conduct an orderly and safe school (nakedness as a dress style and libelous personal attacks by a tax supported student newspaper would obviously be inappropriate) it is at least arguable that some schools are attempting to enforce intrusive standards on matters which are better left to judgments of personal taste and style. These mostly well intentioned attempts at regulation may spring from a hasty reaction to a mode of living or dressing which, while innocuous enough by itself, is personally distasteful to the individual school officials. Once joined, however, such confrontations over basically trivial matters can escalate into expensive and time consuming crusades that distract both students and officials from more important concerns. It is questionable for example whether the length of male hair is worthy of the judicial and educational attention called for by 150 major law suits. A written code of conduct drawn up with deliberation and a consideration of

³³ Hearings, Models, Phay, Mr. Robert, p. 152.

³⁴ "Research on Crime in the Schools," James M. McPartland and Edward L. McDill, Center for Social Organization of Schools, Johns Hopkins University, 1975, p. 22.

³⁵ The Courts and Student Conduct," Professor E. Edmund Reutter, Jr., National Organization on Legal Problems of Education, Topeka, Kansas, 1975, p. 42.

³⁶ "Captive Voices: High School Journalism in America," The Report of the Commission of Inquiry Into High School Journalism, convened by the Robert F. Kennedy Memorial Foundation, Washington, D.C., 1974.

the relative merits of the importance of these issues can lessen the likelihood of avoidable confrontations.

One of the most compelling reasons for a written code of conduct is that it helps insure fundamental fairness in the daily operation of school activities for all members of the educational community. Students, teachers, parents and other school staff can all benefit from the basic protections and information offered by a written code. As was pointed out in an earlier section of this report, the fact that minority children are excluded from schools at a rate far in excess of other students should provide a positive incentive for schools to adopt procedures to insure that discipline is not being enforced in a discriminatory manner. The code provides one very helpful method of reducing the chances for this to occur.

It is important to remember that our schools are the first large scale governmental institution with which a young citizen comes in close contact. Codes of conduct are one way to insure that the lessons learned at school about how our government operates are not bitter ones. As Justice Jackson of the United States Supreme Court wrote over 30 years ago:

That (schools) are educating the young for citizenship is reason for scrupulous protection of constitutional freedoms of the individual if we are not to strangle the free mind at its source and teach youth to discount important principles of our government as mere platitudes.³⁶

Obviously codes will differ somewhat from place to place and they cannot, nor should they, be uniform documents across the country. They will no doubt reflect the feelings and views of the educational community that drafted them. Nevertheless a useful and complete code should probably be planned to include at least three main items. The first section of the code might include a discussion of the important rights secured for members of the educational community by the Constitution as interpreted by Federal and State Supreme Court decisions. Another section should contain the ordinary operating procedures of the school such as promptness at class, proper deportment and any additional guidelines necessary for an orderly educational atmosphere. The third section might explain the various punishments that might be imposed as a result of the violations of these rules and the procedures that would be followed in imposing the more severe sanctions.

Essentially the areas of conduct to be regulated should be reasonably related to the health, safety and purpose of the school and the means sought to enforce the regulations should closely relate to the seriousness and the frequency of the offense. Drafters should avoid explaining rules and procedures in legal terminology and instead use ordinary, clear language meaningful to the different elements of the community. Codes should also be specific enough to notify the members of the educational community what kinds of conduct will be considered a violation. This does not mean that every conceivable violation committed under every circumstance imaginable need be spelled out, but it defeats the purpose of the code to draft language such as "students should behave properly at all times." Some degree of specificity is necessary to make the document a meaningful and useful one.³⁷

³⁶ *West Virginia State Board of Education v. Barnette* (1943), 319 U.S. 624.

³⁷ A sample of various codes of rights and responsibilities can be found at pages 737-846 of *SV: Strategies*.

As noted above the procedure for writing these codes presents a unique opportunity for community involvement in an important educational endeavor. While it would no doubt be easier for a school or school board to write a code by itself, it is well worth the extra time and effort required to make the project an inclusive community event.

In order to encourage participation the board might establish a committee to write a code which included principals, students, teachers, administrators, parents and other members of the school community such as custodians. Custodians are often ignored in school policy discussions but they should be recognized as an integral part of the school and as persons who have a uniquely encompassing perspective on the operation of the school. The committee can use model codes as a guide and afford all interested parties an opportunity to present their views. A person familiar with the Constitutional and statutory requirements affecting school procedures should be made available to the committee.

When a draft is completed it can be submitted to the board who can publicize the document and invite comments and criticisms. Finally the board may adopt the code after incorporating any modifications. The code should then be distributed to the entire school community as official school policy. A large number of parents can be made aware of the code by mailing a copy to each home in the district.

In order to be meaningful to an educational community which changes in make up on an annual basis, the code should be periodically reviewed and updated through a process similar to the one described above.

While these steps obviously involve some additional efforts on the part of all concerned it should be remembered that it also provides one of the best civics courses to which young students can be exposed.

G. TEACHER TRAINING

Numerous teachers have lamented the fact that their first real exposure to the existence and scope of disciplinary problems occurred when they actually started to teach. Too often it comes as a harsh shock to a newly graduated teacher to find so much of his or her efforts directed not at the education of students but at the preservation of the peace. Unfortunately teacher training courses often ignore issues relating to subjects such as discipline, violence, and vandalism, resulting in a lack of awareness on the part of many new teachers concerning their extent, causes and possible solutions. Dr. Alfred Alschuler of the School of Education at The University of Massachusetts, conducted a study of disciplinary practices and preparation among teachers at one junior high school. He described his findings in a report forwarded to the Subcommittee:

To our great surprise in spite of the obvious central importance of the disciplinary problem we found very little in educational textbooks of much help. What was said suggested homilies of the type: "Don't smile until Christmas," "Never turn your back on a class," "Get the troublemakers out of class quickly." A quick survey of our discussion group also was of little help. Discussants said essentially that their teacher training programs never taught them how to control kids, and as a result they had to spend the first year or two in the classroom learning survival skills.²⁸

²⁸ "The Discipline Game: Playing Without Losers," by Alfred Alschuler and John V. Shea submitted as attachment to letter of April 24, 1975 from Dr. Alfred Alschuler to Senator Birch Bayh.

Since proper discipline occupies such an important place in providing a productive educational atmosphere it would appear that the lack of adequate preparation for this task is an injustice to both teachers and students. As was pointed out previously, insuring discipline in schools is a vital function, often requiring difficult decisions to be made under severe time and situational pressure. *It is too important to be left entirely to "on the job training."*

Dr. Raymond Bell of the social restoration program at Lehigh University has found that under graduates as well as graduate education courses reflect a "crying need" for the inclusion of materials concerning proper disciplinary practices. In a report prepared for the subcommittee Dr. Bell notes:

The teacher in training is rarely given to expect that his students will include the learning disabled, the alienated, the disruptive and the delinquent. He is not taught to diagnose learning problems early enough, nor trained in methods of remediation. All this in spite of the fact that a large volume of evidence exists that indicate that the violent and disruptive member of the school population often exhibits early learning difficulties because of psychological and/or physiological factors.⁵⁹

Dr. Bell suggests that schools might benefit from having a selected group of their teachers specially trained in skills relevant to disciplinary related problems. This group could then function as resource persons for other teachers or administrators who could turn to them for assistance in solving the more serious disciplinary problems of some of their students.

The competencies which I feel the individuals in this group should eventually possess would include:

Knowledge of teaching strategies which are effective in increasing the basic literacy, computational and vocational skills of students who are educationally disadvantaged in these areas.

Understanding of the culture of poverty and of the social forces which encourage and/or support delinquent and antisocial behavior.

Knowledge of the types of behavior and attitudes which are considered to be developmental and/or dysfunctional in adolescents.

Knowledge of the types of learning disabilities which are likely to retard learning.

Knowledge of the criminal justice system, including its component parts (i.e., police, probation, and courts).

Understanding of the rationales and techniques used in counseling disruptive and delinquent populations.

Understanding of the fundamentals of appropriate curriculum construction including approaches to the individualization of instruction and the selection of curriculum materials which enhance the self-image of the alienated student.

Understanding of the processes whereby rehabilitation, in the context of school, family and community, is accomplished with the disruptive and delinquent.⁶⁰

Some observers have suggested that teachers who plan to pursue their profession in districts that serve a multi-cultural student body should have some exposure to both the problems and benefits attendant to such an experience prior to beginning their assignments. Ms. Sarah Austin of the National Urban Coalition has noted in conversations with Subcommittee staff that insensitivity on the part of school staff members in such situations sometimes exacerbates tensions among racial or ethnic student groups or between the groups and school staff members. An awareness of various cultural backgrounds can assist teachers in developing positive relationships with their students.

⁵⁹ "The Problem of Violence and Vandalism In Our Nation's Schools," submitted as attachment to letter of February 27, 1976 from Dr. Raymond Bell to Senator Birch Bayh.

⁶⁰ Ibid.

It should be emphasized that preparation in proper disciplinary procedures should not be limited to a select group of specialists. Virtually all future educators could benefit from some awareness of these concepts. In addition to instruction on the legal rights and responsibilities of different groups in the school community, teachers might gain valuable insights and practical strategies by developing a familiarity with various psychological models of behavior including humanistic and behaviorial approaches. Professor William Wayson of Ohio State's Faculty for Educational Development believes that some of the problems of violence and vandalism can be successfully addressed by the inclusion of these principles in already existing teacher and administrator preparation courses. These courses could incorporate concepts concerning the development of rules, habits and procedures of school and classroom administration that have been successful in reducing the propensity for disruption. According to Professor Wayson teacher training in techniques fostering cooperative relationships with parents and the community, effective method dealing with the personal problems of students and innovative instructional practices would be beneficial to both the teacher and the student.⁴¹

It should be pointed out that the kinds of training and instruction discussed here need not be limited to those persons currently preparing for the teaching profession. Similar training for school personnel already in service could be accomplished through district wide or state wide programs and seminars. Even programs of limited duration could include instruction in fields such as school law, human relation, effective disciplinary strategies and general prevention programs that have been successful in reducing violence and vandalism.

Teachers should not be abandoned to confront violence, vandalism and basic disciplinary problems in the classroom without some basic instruction in methods of preventing or reducing them. Too many new teachers have become disillusioned by the unexpected scope of these problems and frustrated by their inability to handle them effectively. Consequently it is not surprising to find teachers, after a year or so of trying to teach under such circumstances, leaving their chosen profession for other work. These "teacher dropouts" are a product of our failure to adequately prepare them to cope with the full range of demands involved in contemporary education.

In the same sense students can only benefit from teachers who are knowledgeable in effective disciplinary practices. It is both unfair and counterproductive for students to be subjected to discipline that is inappropriate and ineffective. Achieving a proper educational environment in our schools is an essential ingredient in being able to successfully teach students. Basic strategies to help reach this goal should be included in the professional preparation of both teachers and administrators.

⁴¹ "Creating Non-Disruption-Prone Schools: A Report to the Senate Subcommittee to Investigate Juvenile Delinquency," submitted as attachment to letter of February 24, 1976 from Prof. William W. Wayson to Senator Birch Bayh.

DESIGN AND SECURITY PROGRAMS

As was noted in the introduction to this section of the Report concerning Strategies for Improvement the separation of these programs under Educational and Interpersonal groupings and Design and Security groupings is in some respects an arbitrary one since many of the goals and methods of these programs incorporate common elements. The Design and Security approaches should not be viewed as simply the cement and hardware response to school security problems. The inclusion of the various programs under each subsection is for the purpose of ease of explanation only and not to indicate that the models discussed below are other than educationally oriented in nature. Indeed a well conceived school security personal program, for example, may touch on almost every one of the strategies covered in either subsection.

It is useful to reemphasize this point here. The aim of a balanced and effective approach to school crime should be to develop a fully integrated system to respond to these problems and that requires programs that can work in conjunction to meet both the long and short term needs of a school confronted with violence and vandalism.

A. SECURITY PERSONNEL

The thought of having security personnel in schools is a disturbing one to some people, and proposals for such programs, heard in an ever increasing number of districts across the country, often spark controversy within the educational community. However, many educators believe such programs are an absolute necessity in some districts as a response to serious problems that threaten the safety of students and teachers alike. As one observer put it, "At one time I thought having security people in schools meant you didn't like kids, now I think it means you do."

The decisions surrounding the implementation of a security personnel program in a school are important and complex ones which must be approached with caution, sensitivity and balanced judgment. If successfully accomplished the inaugurations of such a program can be a great asset in both controlling serious problems of existing violence and vandalism and preventing their excessive growth in districts where they have not yet reached critical levels. On the other hand, the haphazard and unplanned introduction of poorly trained or poorly managed guards in schools can produce an atmosphere more reminiscent of an armed camp than an educational institution. It must be remembered that the more successful security personnel programs do not resemble a paramilitary operation, but are essentially a carefully balanced combination of educational and security functions.

Because of the specialized function a security officer plays, schools should be aware that they will not achieve the full benefits of a coordinated program by merely assigning regular police officers to

schools. Except in emergency situations, or in the case of a well planned police-school liaison program, it is preferable to avoid assigning regular police as school security guards. Too often such assignments are seen as a rather quick and somewhat inexpensive solution to growing problems. Unfortunately the use of police in this manner does not address the root of these problems and may not only fail to rectify the situation but in fact escalate tension to a higher level.

Police officers are trained for the most part in areas of criminal justice and law enforcement and they quite naturally have little preparation for the unique role of a school security officer. Consequently they may be unsure as to precisely what their function in the school should be; whether they are there only to respond to actual violations of the criminal law or also to enforce school policies such as students being in the halls without a pass. Similarly, teachers may become unsure as to their role in disciplinary enforcement and both administrators and police may be confused as to the precise lines of authority under which the officers in the school operate. Moreover the constant presence of uniformed and armed police who have no additional function other than to patrol the halls can create friction between the police and students. Neither the police nor the students are prepared for, or comfortable with, such an arrangement in an educational institution.

In the same sense, schools should also attempt to avoid hiring untrained civilian personnel to staff a security officer program. Programs based on this approach have most of the drawbacks of the police approach with an additional one of employing people in schools who may be called on to react to critical situations having had no preparation for such tasks.

It is important to recognize that the demands of school security in contemporary education have moved beyond the days when those responsibilities could be adequately filled by watchmen or plant monitors. Today a well planned school security personnel program combines a number of educational, law enforcement and community oriented elements all designed not only to control existing school crime problems but also prevent new ones from starting. The people assigned to fill these positions should be able to establish working relationships with a wide range of educational and social service agencies that can assist them in providing a safer school environment.

In addition to drawing up procedures and policies for safe-guarding property and personnel, the school security officer can assist in orientation of new students and teachers, help parents and community leaders institute various school safety programs and establish an accurate reporting system for incidents committed on school property. Security officers may also be called upon to monitor security equipment and conduct investigations of violence, vandalism, drug traffic as well as other crimes committed against students and staff. Moreover, although the school security officer does not assume the role of a counselor or caseworker, he or she may often be consulted on decisions concerning the most helpful response to an individual student's problems.

The expanded role of the professional school security officer was illustrated to the subcommittee by Mr. Joseph Grealy, President of the National Association of School Security Directors:

Educators are not trained to deal with such criminal activity and school systems are not equipped to cope with such activity. They must be furnished with

qualified people who can set up a school security system to guarantee the safety and security of school personnel, facilities and equipment. The system must be a community effort involving the school, the students, the parents, law enforcement, juvenile authorities, the Judiciary and all agencies and individuals interested in youth getting an education rather than becoming part of the criminal justice system. In talking to principals and teachers I find that none of them really want to remove a student from the school but in many instances, if the class is to continue the disruptive student must be removed, usually by being suspended. He is then placed on the street where he will inevitably become a police problem. We all know the cost of incarcerating a child as compared to educating him. By educating him he benefits and the community benefits. He should remain in school, but some alternative program must be provided, an alternative which will identify his problem, whether it be physical, psychological, curriculum, or home environment, so the problem can be treated with a view to getting him back in the mainstream with his fellow students.⁴⁵

In order to meet the challenges confronting a security officer in this sensitive position they should be familiar not only with basic law enforcement and school security methods but also with elements of psychology and human, community and public relations in order that the officers can work more effectively with students, staff, parents and community agencies.

It should be emphasized, however, that one of the most important functions of the security officer requires a skill that cannot be acquired purely through technical preparation for the job. An effective program must be able to attract personnel who can relate to, and work with, young people. Mr. Peter Blauvelt, administrator of a 42-person security staff for a suburban Maryland school system, emphasized in testimony to the subcommittee that this capacity on the part of security personnel is one of the keystones of his system. Mr. Blauvelt pointed out that the job of his staff is not simply to watch and patrol the halls but rather to work directly with students to identify and help solve some of the serious problems that develop on both an individual and group basis. He noted that the relationships developed by his security personnel enabled parents and students to feel free to tell members of the staff when tensions between groups were escalating to the point where a confrontation might be expected and his office was able to take steps to avert the incident.

Moreover, Mr. Blauvelt believes that the development of trust between individual students and staff has been partly responsible for a decrease in certain categories of personal offenses over the last year including extortions, weapon possessions and larceny.

Security officers can also be useful in reducing theft and vandalism losses. Mr. Grealy, who also heads a security program for the Broward County, Florida School System noted several instances of success in this regard:

My own experience in utilizing a resource person in each high school has been very rewarding. Briefly, they have law enforcement experience and training, are not in uniform and not armed. One resource person at a high school last year effected a recovery of stolen property valued at double his salary. In addition, he handled all the other problems at that school such as assaults, extortions, disruptions, drug abuse, bus incidents, bombing matters etc. on which no dollar saved value can be placed. As a matter of fact that school was bombed and before the school day was over, the resource person had identified and involved the three students responsible. In addition, they admitted to seven other unsolved bombings that had occurred off school grounds.⁴⁶

⁴⁵ Hearings, Grealy, Mr. Joseph, pp. 203-204.

⁴⁶ Letter of Jan. 15, 1976 from Mr. Joseph Grealy to Senator Birch Bayh.

It is important to establish a clear understanding of the various roles to be assumed by teachers, security personnel and administrators, under the security program. The Security Director of a district wide program, for example, might operate with direct access to the Superintendent but the placement and responsibility of the officers working under the Director in different schools throughout the district should be carefully planned with the principals of each site. The District Security Director should also be consulted on those general policy decisions which might have some impact on school safety such as size and design of new schools and placement of athletic and parking areas.

In summary, a modern security personnel program should do more than just apprehend the vandal or violent offender. To a certain extent it should also be able to forewarn and avoid such situations. The more successful programs are based on a concept which recognizes that a school security officer is not merely a conventional school guard but is also a fully functioning member of the educational community, who is expected to work with students, staff and parents on a wide variety of educational and security problems.

B. DESIGN AND SECURITY TECHNIQUES

In recent years several studies have noted that such factors as the size and design of buildings may have an effect on the rate of either personal or property crimes occurring within them. This concept is based on the recognition that a relationship exists between a physical setting and the behavior that takes place there, and that the propensity for certain crimes to occur can either be enhanced or diminished by this setting. Accordingly schools may seek to reduce their crime problems and losses by taking these factors into account in planning for new buildings and in remodeling older existing structures. It should be made clear that the use of these concepts does not in any way mean that schools should be transformed into barren, windowless, concrete fortresses. On the contrary, many of these strategies are methods by which buildings and structures can be made more open, personalized and environmentally pleasing.

The apparent correlation between the size of schools and the level of violence and vandalism which they experience, discussed earlier in this report, indicates that one positive method of reducing these problems may be to reverse the trend away from larger institutions in favor of smaller ones where students and staff have an opportunity to relate on a more personal level. While larger schools are usually somewhat less expensive to construct on a per pupil basis such policies may in fact represent an initial savings only at the expense of costs incurred later on in terms of increased problems of violence and vandalism.

The same principle would also apply to the numbers of students assigned to an individual teacher in a classroom. It is apparent that as the number of students increase the ability of the teacher to establish a personal relationship with a student and attend to that individual student's educational needs decreases. This represents not only poor educational practice but also can be a contributing factor to the problems of discipline in a school. Students who feel adrift in an impersonal institution and whose educational needs are not being met because of overcrowded conditions have little reason to feel a positive

attachment to the school. As far as it is economically feasible, therefore, districts should attempt to insure that the size of the school and the numbers of students in individual classes should not be excessive.

One method of reducing the size of already existing schools might be to divide the student body into smaller self-contained educational units similar to the schools-within-schools concept discussed previously. In this way while the large single facility can still be used the smaller educational units with separate staffs allow students to develop the sense of belonging usually lost in a large school population.

A study of the design and use of school buildings by the Westinghouse Electric Corp. found that the propensity for crime in various areas of the school might be diminished through various design and used adjustments in these areas.⁴⁴ Locker rooms, for example, were found to be the site of a number of thefts and break-ins. Part of the reason for these offenses was the design of the room itself which, by isolating and disbursing the students around the area in secluded locations, made detection or prevention of such activities difficult. One suggested step was to redesign the locker room and reassign the lockers by color coded sections for each class. The locker users then would all be located in one area, thus reducing the tendency for students to be disbursed throughout the room away from view of their peers or staff.

The study also found that corridors and stairwells tended to be the sites for assaults because of isolated and secluded "blind spots" fostered by the school's interior design. In order to remedy this isolation functional activities were arranged in the blind spots and obstacles to natural surveillance were removed. The kind of design or function selected as a replacement for blind spots should be thoughtfully chosen so as not to replace one hazard with another. For example, isolated corridors should not be redesigned to promote activities such as smoking or conversation areas. The function of corridors is to move people and designs which may promote congestion and confrontation are best avoided. Instead it might be helpful to increase surveillance and openness by installing interior windows in walls along problem corridors. In nonpedestrian blind spots ticket booths for school social or sports events might be constructed.

In addition to reducing the opportunity for crimes against staff and students, Professor John Zeisel of the School of Design at Harvard University found that more thoughtful designing can also help to reduce vandalism costs. One aspect of his study concerns the losses generated by glass breakage. Since this is often the single largest vandalism expense incurred by a school, some adjustments in the way windows are placed throughout the building may help reduce these losses.

Glass breakage in schools is the largest property damage problem and expense. While some glass breakage is malicious and related to theft, much glass breakage is not purely malicious vandalism. For example, a student sitting on a radiator, kicking and cracking a vulnerably placed glass panel in an adjacent door. Or, during a fight, one student pushes another into a window, resulting in damage. While damage to the child is malicious, the damaged window is an unintentional consequence, non-malicious in character.

Much of this damage could be avoided if those playing near glass had a different attitude; but as long as kids are kids, such dangerous play will take place, and fragile environments will be damaged.

⁴⁴ "Crime Prevention Through Environmental Design: School Demonstration Plan," prepared by Timothy D. Crowe, Edward J. Pesce, Annemarie Riemer and Lewis F. Hanes, Westinghouse Electric Corp., Arlington, Va. March 1976.

There are several possible renovation responses:

1. Identify, replace, protect or remove windows which are vulnerably placed in formal or informal gathering and play areas.
2. Replace damaged large panes of glass with small panes, so that one break can be inexpensively or easily repaired.
3. Replace with panels all glass up to three feet from the floor, as this area is most vulnerable to damage.
4. Where acrylic or plexiglass is used instead of glass, avoid placing it in hang out areas within reach of people standing on the ground. Problems with these materials include: carving, burning, scratching and fading. In addition, while a pane of plexiglass or acrylic may not break, it may be entirely knocked out of its frame.
5. Use double-layer or extra thick tempered glass where plexiglass is inadvisable.
6. When possible, remove useless windows entirely from student stores, administration storage offices, and industrial arts storage areas.
7. When all other possibilities have been tried and proved unsuccessful, install tin wire mesh security screens over ground floor windows."⁴⁵

Professor Zeisel also suggests that schools plan ahead for certain amounts of vandalism and have an adequate supply of replacement material on hand to effectuate a quick repair. Vandalism tends to produce somewhat of an epidemic effect and if small unrepaired amounts of damage are left for a period of time additional damage will likely occur around the same area. If one section of wall is defaced, for example, there is a higher probability that other sections of the wall in the same vicinity will be damaged as long as the original problem is left unrepaired. The escalating nature of the problem, therefore, calls for quick repair of property damage whenever possible.

The repair of even minor vandalism not only can avoid additional escalation of costs but can help to retain a more wholesome atmosphere in a school. While graffiti may be viewed as a less serious form of property damage its overall impact should not be ignored. A racial epithet left in a prominent place in the school for a long period of time may invite a counter slur or antagonize groups of students or convey to the targets of the insult the feeling that the school is insensitive or hostile to their feelings.

In addition to design and planning techniques, schools may secure their property and grounds through the use of various electronic or mechanical security devices. In Alexandria, Virginia, the school district security officer, Mr. Lucius W. Burton, installed a comprehensive security alarm and detection system that was able to reduce vandalism losses from \$175,000 in 1970 to \$50,000 in 1974. The system, which operates primarily at night when the school is empty, includes an extensive intrusion detection system which employs video, microwave, ultrasound and infrared devices. A centralized security terminal is located in one high school which monitors the devices in the other schools.

Of course the range, types and combinations of such systems are numerous. There are, for example, audio alarms that use the school public address systems as a listening device for intruder sounds when the schools are empty. Each school can be hooked into a central location to be monitored by a single individual who can notify the police at the sound of breaking glass or walking in the hallway. There are also movement activated alarms based on either ultrasonic or micro-

⁴⁵ "Stopping School Property Damage," Professor John Zeisel, American Assoc. of School Administrators and Educational Facilities Lab, Arlington, Va., 1976.

wave equipment. These systems react to vibrations from movements in supposedly unoccupied schools and will send a signal to a central location. Because of the vast range of system combinations and possibilities and the innumerable situations existing in different communities around the country it is impossible to select one single system as the right one. If, after careful evaluation a school finds a system would be beneficial, it should select one that can best respond to the particular need of that individual school.

There are however, several points which should be kept in mind when schools are considering a system. The first is the realization that it can be expensive to install alarm systems. Costs can range from a somewhat minimal expense to as much as \$40,000 for a single school. Most school officials do not have a great deal of expertise in the complex field of alarm systems and a few schools have ended up with expensive systems that did not meet their needs. Schools therefore should be aware of the variety of alarm systems and attempt to insure that the one they select will constitute a good investment. It might be beneficial to retain outside consultants to assist in the selection and design of a worthwhile system to meet the needs of a particular school. Finally schools should be careful that their alarm system does not invade the legitimate privacy rights of student or staff.

A school's vandalism costs can also be reduced through the introduction of new programs and policies specifically designed to enlist student support for the effort and increase the natural surveillance of school property. Some of these successful strategies are:

On Site Trailer Homes.—Under this program a school purchases a mobile home and places it in a strategic location on school property. A family lives in the home rent free in return for keeping a watch on the school and its grounds. Usually the family can carry on their normal living activities and are not required to be at the site 24 hours every day. Costs for this program can range from \$3,000 to \$6,000.

Neighborhood Watchers.—This program enlists the aid of school neighbors by having the principal visit the homes of people living in close proximity to the school and explain the problems with vandalism and break ins. The principal can furnish the families with security or police phone numbers and seek their assistance in watching the school and reporting suspicious activity.

Vandalism Reduction Fund.—This program is designed to give students an added incentive to prevent vandalism occurring during the day. At the beginning of each month a school can set aside money to be used for vandalism repair. Any money left over in the fund at the end of the month can be used in the manner decided on by the student body.

Full Time Custodial Force.—In most schools the entire custodial force works at one time during the day leaving the school empty at night. Under the full time approach the work force is divided into 24 hour staggered shifts in order to insure that the school will be occupied around the clock.

As one administrator noted to Subcommittee staff it has not been too long ago that the general design of many American schools was the small, single room model in which the security system might consist of a lock on the front door. Obviously an educational plant system such as that would be totally inadequate to modern needs and we cannot and should not attempt to trade in the educational benefits derived from the contemporary school building for a return to the somewhat romanticized little red school house. Nevertheless we can perhaps emulate it to some degree by designing buildings and plant policies with a view toward providing a more secure, personalized and safer environment in which to teach and learn.

SUGGESTIONS AND INITIATIVES

One of the precepts that has been stressed throughout the subcommittee's investigation is that there can be no purely "Federal" solution to problems of school violence and vandalism. In the same sense it must be recognized, that these problems cannot be legislated out of existence by simply passing a bill or signing a law. Promises to resolve school violence and vandalism defined only in terms of legislative enactments whether on the Federal, State or local level create false hopes in the face of the nature of these problems, the diversity of their origins and the intricacies of human behavior. The single most beneficial strategy for reducing and preventing violence and vandalism is the active involvement of the educational community in the kinds of carefully planned and properly implemented programs discussed in the previous section of this report. A review of these strategies will indicate that while some of them obviously require the expenditure of additional funds for their proper implementation, others may be initiated without providing increased resources. In the case of many of these programs, it is the combined effort and participation of the educational community that are determinative of their success and not the enactment of statutes or the appropriation of moneys.

This section of the report is designed to suggest some basic steps that the various elements of this community might undertake to implement some of the programs discussed previously, to stimulate citizen involvement in the schools and to generally provide a more positive educational atmosphere. Once again it must be stressed that this "check list" should not be viewed as an instruction manual to be stringently followed in every situation. Moreover a number of these recommendations are obviously already in effect in a large number of schools. The suggestions contained here should be evaluated in the light of the particular problems and conditions of a community and applied, modified or rejected accordingly.

The subcommittee's intention is to provide some initiative and direction to stimulate a simple yet vital ingredient in the effort to reduce school crime problems—the involvement of all elements of the educational community.

A. INDIVIDUAL SCHOOLS, PRINCIPALS, TEACHERS, STUDENTS, AND PARENTS

—Principals should establish uniform and clear disciplinary practices to insure that all teachers and students know and understand school rules and the procedures for enforcing them.

—Principals could form a committee of students, teachers, parents and administrators to draw up a proposed written code of rights and responsibilities which in turn can be submitted to the school community for adoption.

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—An antitrucancy committee consisting of a parent, a counselor, and a student could be formed to visit the homes of truants and potential dropouts and encourage them to return to school.

—Teachers and principals could hold discussions with student groups on violence, vandalism and related problems in the schools. Students should be encouraged to provide suggestions to alleviate the problems.

—Principals could visit the homes of people who live in the neighborhood and request their help in keeping watch on the school building when it is not occupied.

—Custodians could conduct a complete tour of the school facility for new students each year in order to make it a more familiar and welcome place.

—School officials should meet with police officials to reach a clear understanding concerning the circumstances in which police will be called on school grounds and how such an operation will be handled.

—Principals and teachers might telephone parents with news of good grades or some other accomplishment on the part of their children. Some parents complain that the only time they hear from the school is when their children are in trouble.

—A Student Advisory Committee could be formed to help reduce violence and vandalism by enlisting student support and assistance.

—An overall school safety committee could be formed made up of student custodians, teachers and parents to present suggestions to the principal on methods of controlling problems.

—Alternatives to suspension for non serious offenses such as behavior contracts or cool off rooms could be instituted.

—Parents could be encouraged to provide active assistance to principals and teachers during the day.

—Custodians should keep extra materials available to effect rapid repairs and avoid the epidemic effect of vandalism.

—Principals should develop clear understanding with both the Superintendent's Office and the individual School Security Officer as to their respective responsibilities and authority.

—School officials should seek out isolated areas of the school where problems are likely to occur and close them off or provide for increased supervision or activity at critical times.

—School officials should meet with teachers to insure that they understand school policy in critical situations such as a fight in a classroom or a crowded hall.

—Peer group counseling groups could be formed.

—Telephone campaigns could be initiated to encourage parents to attend PTA meetings.

—The school could establish a vandalism reduction fund.

—Students and teachers should be encouraged to promptly report intruders on school grounds.

—Principals might contact the local police department to set up a police-liaison program.

—A counseling program might be initiated to provide assistance to students or teachers who have been the victims of assaults.

B. SCHOOL BOARDS AND SUPERINTENDENTS

—Since these entities are usually the main governing bodies for schools they can encourage schools to institute procedures such as the ones set out above.

- In addition they could:
- Establish optional alternative programs and in-school suspension programs.
- Avoid future construction of large school buildings in favor of smaller more personal facilities.
- Institute architectural adjustments of already existing structures.
- Establish schools within school experimental programs in existing large structures.
- Establish districtwide police-school liaison programs.
- Integrate several "action oriented" courses into the regular school curriculum.
- Institute a district wide uniform reporting system on vandalism and violent incidents. Encourage principals, teachers and students to accurately report such incidents.
- Institute on-site mobile home trailers at schools with increasing vandalism problems.
- Study the feasibility of installing appropriate security devices at schools with particular needs.
- Insure that school security personnel are properly qualified and educationally oriented.
- Establish close liaison between superintendent and police and draw up district wide guidelines and contingency plans for calling police into schools.
- Institute community education programs for district schools.
- Hold a series of districtwide meetings involving students, parents, teachers and administrators to explore solutions to a variety of problems underlying violence and vandalism such as drug abuse, disciplinary procedures and suspension practices.
- Whenever possible reduce class size to provide for more individual instruction.
- Institute districtwide meetings of students, teachers, parents and administrators with a view toward drawing up a code of rights and responsibilities.
- Instruct the school board attorney to prepare a manual for principals and teachers explaining important Federal and State Supreme Court cases affecting schools.
- Study the feasibility of instituting 24 hour custodian services at district schools.
- Institute support services and policies for school personnel and students who have been the victims of assaults.

C. STATE BOARDS, CHIEF STATE SCHOOL OFFICER AND STATE EDUCATION AGENCY

- Establish a State Advisory Committee to assist local school boards in formulating antiviolence and vandalism programs.

- Hold regional meetings throughout the State to discuss problems and solicit suggestions.
- Publish a booklet of model codes of rights and responsibilities.
- Recommend necessary legislation on school violence and vandalism to the Governor and Legislature.
- Encourage State teacher training institutions to establish courses in effective disciplinary techniques for both in-service and pre-service teachers.
- Establish minimum standards for school security personnel.
- Establish a uniform statewide violence and vandalism reporting system.
- Establish a special committee within the SEA to study long range solutions for problems unique to that State.
- Make recommendations to the Governor and Legislature to insure authorization and resources for alternative and community schools, reasonable class loads, school security personnel programs and various other violence reduction strategies.

SUMMARY AND RECOMMENDATIONS

One of the hallmarks of the American experience has been a strong commitment to public education. In fact, the roots of our public elementary and secondary school systems were firmly planted on this Continent decades before the Revolution was fought, the Declaration of Independence was signed or the Constitution was adopted. Americans can be justly proud that ours was the first nation in the history of the world to dedicate itself to a free education for every citizen.

Today, upwards of 50 million students join with over 2 million educators in thousands of schools across the country to study and learn. On any given day almost one-quarter of the total population of the United States can be found in our public elementary and secondary schools. Each year the American people spend over \$60 billion to support this system—a public education system that has graduated in excess of 60 percent of our adult population and has produced a literacy rate far greater than most other nations. But while it is indeed fitting to recognize our successes, we should also be aware of our problems and one of the most troubling situations facing contemporary education in general, and our efforts to prevent the development of patterns of delinquency in particular, is the subject of this report.

CHALLENGE FOR THE THIRD CENTURY: EDUCATION IN A SAFE ENVIRONMENT—FINAL REPORT ON THE NATURE AND PREVENTION OF SCHOOL VIOLENCE AND VANDALISM

The subcommittee's extensive study has established that school violence and vandalism has become a serious and at times critical problem in American education. While certainly not every school in the country is faced with serious crime problems it is clear that for a growing number of students and teachers the primary task is no longer education, but preservation. Moreover, the number of schools expressing concern over the appearance of the first signs of these problems is a clear indication that the educational community must implement thoughtfully conceived policies and strategies which can prevent a worsening of the situation and establish an atmosphere in which education can best take place.

While pursuing this objective it must be borne in mind that the factors contributing to these problems, numbers of which are obviously outside of the school's ability to control, are many and varied. Accordingly any attempt to develop policies to respond to violence and vandalism in schools must avoid the temptation to apply a series of short-term measures to what are obviously complex situations. In order for a set of solutions to be effective they must necessarily be as diverse as the problems themselves. It should be emphasized that a proper environment for learning is more than the mere absence of violence and vandalism. Rather it is the presence of an atmosphere in

which students, teachers, and administrators have the means to address the underlying factors which result in these eruptions.

Despite the obvious difficulty of coping with the manifestations of delinquency, and their intricate pattern of family, school, and societal problems, the subcommittee has found that the educational community can contribute to the delinquency prevention effort by formulating various programs and strategies to minimize school violence and vandalism while maximizing the potential for a more fulfilling learning experience. Accordingly the subcommittee recommends:

1. That school boards and State education agencies develop a balanced and effective program to reduce and prevent violence and vandalism in schools. Such an approach might be based on strategies such as those outlined in section III of the subcommittee's report including:

Community education programs that can reduce vandalism costs and turn a school from a target of opportunity into a valued community resource;

Optional alternative education programs to insure that schools can more adequately respond to the wide variety of learning styles found in any student body;

Alternatives to suspension that can provide school administrators with additional, more effective methods of responding to non-dangerous, but troublesome student rule violations such as truancy, tardiness or smoking. Through our studies we have found that a great number of incidents involving school violence and vandalism are caused by school-age intruders who are not presently enrolled in school. We must seek to provide our educators with the additional measures they need to respond to school violations so that youngsters are not placed out on the street with no supervision whatever, purely on the basis of ordinary non-dangerous rule violations. Too often unwarranted suspensions result in an increase of a school's disciplinary problems rather than a decrease.

Codes of rights and responsibilities drawn up with the participation of all members of the school community to insure that students, teachers, parents and administrators have a clear understanding of the rules, regulations, and the procedures concerning discipline;

Curriculum reform to expand the methods of presenting material to include "action learning" techniques, various apprenticeship programs, and law related education programs;

Police, school, community liaison programs to allow these entities to become better acquainted with each other and develop a mutual acquaintancy in a friendly, informative, and personable atmosphere;

Teacher education courses to help future educators develop more of an awareness of these problems before they enter the classroom and provide them with training in the most effective methods of handling disciplinary situations with special emphasis on fostering sensitivity toward problems of student development;

School security personnel properly trained and educationally oriented to control problems once they arise, and additionally, institute programs to avoid critical situations in the future;

Counseling and guidance programs to help students resolve their problems in an appropriate and positive manner;

Security programs carefully designed to meet the individual needs of a school, to help reduce vandalism costs due to arson, intrusions or theft during periods the building is not occupied;

Architectural and design techniques to reduce the vulnerability of a school building to vandalism incidents and insure a more personalized atmosphere and a greater feeling of positive identity through smaller schools and educational units; and

Student and parental involvement in various programs to reduce violence and vandalism as well as other aspects of school life that can be helpful in establishing a positive community spirit.

2. That the educational community, including administrators, teachers, parents and students, join together with juvenile authorities and child-serving institutions in efforts to reduce the development of pat-

terms of delinquency in schools. Such an effort might incorporate the various involvement strategies outlined in section IV of this report.

3. That Congress enact the Juvenile Delinquency in the Schools Act as part of the Juvenile Justice and Delinquency Prevention Act to assist in these undertakings. This legislation should require the cooperation and involvement of the Office of Juvenile Justice and Delinquency Prevention, the National Institute of Education and the Office of Education to establish :

(a) A safe school center to provide information on and technical assistance to schools and communities concerning the development and implementation of strategies to prevent violence and vandalism. This approach would allow for the widest latitude in refining programs to meet local needs and conditions.

(b) A grant program to assist those schools and communities with a particular need in bearing the financial burden of implementing these programs.

(c) A national safe school panel composed of 21 members representing all elements of the educational and delinquency prevention community including juvenile authorities, students, teachers, parents, principals, administrators and schools security directors to advise the Office of Juvenile Justice on the proper priorities and implementation of this legislation.

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